THE PUBLIC AND THE POLICE

TABLE OF CONTENTS

INTRODUCTION

People have many reasons for choosing law enforcement as a career: the security of a civil service occupation, the challenge of a job which sometimes involves action and excitement, the lure of an early retirement.

There is another reason, however, that crops up when you ask the question, "Why did you become a police officer?" That reason has something to do with a desire to help one's fellow man.

I entered police work over 35 years ago for all the reasons above, but especially because of a feeling that life is too short to pass through without doing something to make a better place for other people. I have experienced many of the aspects of police work described in this book - from a high degree of self-satisfaction, to "burnout." And yet, I cannot think of another career that would have been as satisfying to me.

Looking back over the years, if I had to choose the attribute of a police officer most important for success, it would be the ability to establish good relationships with the public and one's co-workers. This ability will stand you in good stead when politicians are out to treat you unfairly. It will enable you to achieve positions of responsibility in your department more easily. It may someday save your life.

In their drive to "professionalize" law enforcement, some police administrators have made the mistake of creating in the minds of their new personnel the idea that police officers are on a pedestal in the community, and they should adopt a lofty, unbending attitude toward the public. This coldly professional approach has made too many officers unwilling to communicate, and has erected needless barriers between the police and the community.

Sincerely,

Earl M. Sweeney

ACKNOWLEDGMENTS

The author is deeply indebted to a number of individuals and organizations who have either served as the inspiration for this book, enabled him to increase his knowledge of the law enforcement field, or whose publications or studies have made his research easier to accomplish.

To the late Sheriff Rodney Crockett, who encouraged me to choose law enforcement as a career, to the people of the Town of Belmont, New Hampshire, whose support for honest and professional law enforcement taught me the value of the partnership between the public and the police, and to the Criminal Justice Department at St. Anselm College, who pioneered college training for law enforcement officers, I owe my thanks. To Arthur Kehas, the first Director of Police Standards and Training in New Hampshire, who taught me the value of organized work habits, to Commissioner Richard M. Flynn, of the NH Department of Safety, whose faith enabled me to gain experience in a large agency, and whose attitude toward the public showed me that even a large agency can be compassionate and understanding, and to the members of the law enforcement community who encouraged me to become their Director of Police Standards and Training, I shall be forever grateful.

The bibliography lists many fine books and articles which I drew on in my research for The Public and the Police. I should like to make particular mention of a small pamphlet authored by Dan Hollingsworth entitled, "Rocks in the Roadway," which was of great assistance to me in preparing my first recruit academy lecture on police-community relations; and the work of Dr. William H. Kroes on the subject of police stress, which he covers in the Charles C. Thomas publication, "Society's Victim: The Policeman;" and finally to Robert T. Flint and Motorola Teleprograms for their excellent films and instructional materials on the traumatic effects of crime on its victims.

This book is based on lectures on police-community relations which I have given at the NH Police Recruit Academy. Because some police authors make the same mistake as some police officers in dealing with the public - failure to come down from their lofty "perch" - this book has been written in a simple, conversational style. I have tried to avoid words and phrases which are alien to everyday conversation. Some authors seemingly delight in using such "polysyllabic profundity" for the sole purpose of impressing the reader with their "erudition", but not me.

This book was written by an ordinary police officer, to be read and used by police officers and police administrators, without the necessity of a dictionary at their elbow as they peruse its pages. It is arranged in chapters to accommodate a college semester. Following each chapter appears an anecdote or topic which can be used for a class discussion or project, allowing the reader to put to practical application the topics the chapter discusses. Following the discussion topics are a list of five (5) review questions dealing with the subject matter.

One civilian who reviewed a draft of this book commented that it appeared to be written from a very idealistic viewpoint. She doubted that people today are capable of such idealism. My reply was that if our free and democratic society is going to survive and prosper, it is time that we regain whatever idealism we have lost, and pray that this idealism is especially prevalent in those we entrust to guard our most precious possession - our American system of law, order, and justice.

Over the years, it has been my observation that the leaders in law enforcement - the "movers and shakers," the successful supervisors and administrators, are the officers who have mastered the art of getting along with people. If by chance someone who has not mastered this art is

promoted to a position of responsibility, they seldom survive unless they improve their public relations skills.

My hope is that the reader will benefit from some of the ideas in this book, and that by the time the reader, too, has spent twenty or more years in society's most challenging occupation, he or she can say, as I do, that there is nothing they would rather do for a living.

A final thought. As you slide down the bannister of life, may all the splinters be pointed in the opposite direction!

Earl M. Sweeney
Belmont, New Hampshire
October 30, 1980

Revised: September 1, 1992

CHAPTER 1

POLICE-COMMUNITY RELATIONS: WHAT IS IT, AND WHY IS IT IMPORTANT?

> It is the individual policeman in the final analysis who gets us in trouble, and it is the individual policeman who can get us out of trouble. Dan Hollingsworth

Today's police recruits receive many hours of training in the techniques of searching for, collecting and processing physical evidence at the scenes of crime, controlling dangerous individuals, and protecting themselves and others by the safe and skillful use of service revolvers, tear gas and other weaponry. This training is aimed at making them more proficient at controlling crime, fulfilling the police mission, and escaping death or serious injury while serving in a profession whose members live with danger on a daily basis.

Often, the same police recruits are exposed to less than half a day's formal training in police-community relations. Yet, no single skill is as likely to guarantee a police officer's survival in a career which must span two or more decades from recruitment to retirement, a career which will be fraught with such diverse experiences as excitement and boredom, danger and dullness, fulfillment and frustration.

The ability to get along with the public, the ability to communicate, to earn respect and trust, and to adapt to changing societal conditions with enthusiasm and good humor can save the lives of officers in dangerous situations, save their jobs from attack from unscrupulous forces in the community, save their careers by preventing premature stress and "burnout," and ensure their ability to adapt to retirement when it finally becomes a reality.

The common thread that runs through police work at all levels, the one commodity that all police officers must deal with, is people. If officers do not like people, do not have patience with them and a genuine desire to be friendly and helpful to them, they have made the wrong occupational choice.

Just as the most technically proficient physician needs to develop a "bedside manner" to be truly a healer of persons, so a complete technical knowledge of police procedures and well-developed physical prowess and skills will be useless unless an officer has the ability to deal effectively with people.

PUBLIC RELATIONS VS. COMMUNITY RELATIONS

The skilled practitioner soon learns to distinguish between a public relations program and a true police-community relations effort. One can think of this dichotomy as represented by the difference between the "advertising agency" approach, with press conferences by the Chief of Police and distribution of crime prevention bumper stickers, and a total commitment by each member of the force to one-on-one good relations with the public as "a friend first, a police officer second."

Both approaches are a necessary part of an integrated whole. Mass media efforts are needed to reach large segments of the public and influence their opinions quickly on issues affecting law enforcement. But the most carefully planned effort to urge citizens to report suspicious circumstances will fail, if the dispatch personnel who are the first contact with the public, or the patrol personnel who are assigned to check out a call, project an uncaring or unfriendly image. The public soon realizes that while public service may be a high priority with the Police Chief, it rates low with the members of the department. The Chief's campaign fails.

BENEFITS OF GOOD COMMUNITY RELATIONS

The primary need for a police-community relations program is to assist the department in its mission. This mission typically includes:

(1) Deterrence and prevention of crime, (2) apprehension of violators, (3) providing the public with a sense of security and well-being, (4) public education regarding the criminal justice system, (5) maintenance of public order while respecting civil rights, (6) recovery of stolen property, and (7) provision of traffic and noncriminal services.

To fulfill this mission, the department needs the support of the public in several areas:

Salaries and Budgets

In these days of taxpayer revolt, a "Proposition-13" mentality and a realization by taxpayers that the cost of government services is taking an ever-larger share of their personal income, police departments must compete for the tax dollar with fire protection, highway maintenance, schools, public welfare, and a host of other services. The police administrator at the state level must deal with legislative committees. The city police chief must deal with city managers, mayors, police commissioners or aldermen. The sheriff must deal with county legislators and voters. The small-town chief is perhaps the most vulnerable of all, often facing voters on the floor of a New England-style town meeting, to convince them to dig deeper into their pockets to support effective police service.

Whether police salaries and fringe benefits keep pace with competing jobs in the public and private sectors, whether police cruisers and other equipment, and police facilities are up-to-date and adequate, depends on the willingness of the public to support adequate police budgets. In communities where the police station or a precinct house is located in the dingy basement of an antiquated public building and the police cruisers and equipment are in poor condition, it is safe to conclude that the municipality lacks an effective police-community relations program. Until such a program is in place and working, the lot of the police officers will not improve.

Sources of Information

Today, a great emphasis is placed on training police to use DNA, fingerprints, photographs, plaster casts, and other scientific methods for the collection and analysis of physical evidence. As important as science is to the solution of crimes, even in these modern times, more crimes are solved by the practice of rapping on doors and interviewing suspects and witnesses than by any other method. Physical trace evidence is of little value unless the investigator finds a suspect to match up with the evidence.

Because few crimes are committed where someone does not hear or see something suspicious, which if communicated to the police, could provide information leading to the identity of the perpetrator or a witness, every crime problem should be considered as an information gathering problem.

Friendly, approachable and trustworthy police officers make friends with persons on their beats who can act as their "eyes and ears." The filling-station attendant who glances into every vehicle that drives up to the pumps, the rural letter carrier who cruises the back roads past vacant summer residences, the meter reader who visits each house once a month, are each a storehouse of information to an officer who will take the time to become friends with them. Even the criminal element will inform on each other, and a lawbreaker will frequently respond to interrogation by a respected officer, and provide the information to secure their own arrest and conviction.

A department with poor community relations, or an officer too busy or too "standoffish" to cultivate positive relationships, will lack the information networks to achieve a good "batting average" in clearing unsolved crimes.

Voluntary Compliance With Laws

Not even a dictatorship can be completely free from crime, since no society can afford the expense of putting a police officer on every street corner. Even if they could, many crimes are committed in private places, which are not usually subject to police surveillance. Society must therefore depend on most of its citizens to be honest and law-abiding.

A police officer who issues warnings to drivers who go through a newly-erected stop sign for the first few days, or takes the time to discuss accident causes while giving out a speeding ticket, promotes this voluntary compliance.

Level of Enforcement the Public Will Tolerate

In a free society, the police do not have unfettered power to do as they please. If you tried to cut the traffic accident rate weekday mornings between 6 and 8 a.m. by having a daily road check and stopping every driver on a busy route, the public would soon be angry and city officials would intervene. Yet, it might be necessary to have such a check on a given morning, if you were searching for escaped prisoners or a hit-and-run driver, and the public would tolerate it as a necessary intrusion. By your actions during everyday friendly contacts with citizens, you build up a "reservoir" of good will that you can draw on when it is needed.

Support for Honest, Impartial Law Enforcement

Sooner or later, every police agency and every police officer, regardless of how well he or she has gotten along in the past, becomes involved in an incident where someone clamors for the officer's scalp. You may arrest a politician's brother for drunk driving, be accused of excessive use of force in subduing someone who resisted arrest, or be criticized for a vehicle pursuit resulting in someone's death. Whether public opinion in the community rises to your defense or joins in your condemnation depends, in large measure, on the reputation you and your department have as reasonable and honest enforcers of the law.

TURNING COMMUNITY RELATIONS INWARD

Despite the expenditure of considerable resources, community relations programs in some departments are perceived by both the public and the officers as mere "window-dressing." Why?

One reason is that these programs have been directed exclusively at the community, and have not been directed inwardly toward the police officers themselves. We have tried to "sell" the police to the public, but have neglected to sell the public to the police. We have not taught our police officers that they must expect some hostility from the community, nor how to handle this hostility effectively.

In our efforts to prove that we treat every citizen alike, we have concealed from ourselves the fact that the major thrust of community relations must be directed toward ethnic and subcultural groups, in order to break down the hatred and suspicion they feel toward us in our perceived role as enforcers of the majority's cultural values.

Perhaps it is time that we become honest with ourselves and admit that certain segments of the community require extra effort, if we are to truly achieve satisfactory community relations.

Perhaps it is also time that we practice the same salesmanship on our own officers that we have been practicing on the community at large.

OVERCOMING TRADITIONAL DISADVANTAGES

Law enforcement officers must overcome traditional disadvantages, some buried in the distant past, if we are to achieve widespread community support.

During feudal times, sheriffs were tax collectors for the reigning monarchy, and law enforcement came to represent political repression, which was hated and feared. As society evolved in early England, it became the duty of every able-bodied male to serve his turn on the night watch, helping to guard the community. However, the wealthy could hire someone to take their place on the watch. They would usually recruit their replacements from among the ranks of the unemployed, including thieves and drunkards. The literature of the period abounds with satirical references to these watchmen, who were regarded as little better than the criminals they were hired to watch out for.

Even if these images from early times did not lend stigma to the police, modern police work encourages ambivalent public attitudes. People admire officers for their bravery and willingness

to take on tasks that few would care to do, but even the innocent person experiences a feeling of apprehension when approached by an officer.

Contrast the image of the police with that of the fire service. When a firefighter comes into your life, it is usually because you called them, and they arrive to "save the day." When the police are called, someone else may have called them, and they must resolve a situation where two people have competing interests. The outcome is that one of the parties will be satisfied, the other dissatisfied. Or, if the police officer attempts to arbitrate the dispute, both parties may end up dissatisfied. Police officers are usually telling you what you cannot do, rather than what you can do. The job requires officers to be critical and suspicious, instead of complimentary and trusting.

Police officers are expected to come up the winner in their every encounter. If they back down, they are fearful that they will be perceived as cowards. Yet, they must handle any resistance to their authority with the least amount of force, or be accused of being brutal.

The distribution of crime and calls for police service requires that certain sections of any city receive more police surveillance than others. This leaves the department open to charges that it discriminates against minorities, the poor, and those in inner cities. Because young, low-income black people are more often involved in crime than wealthy, white, senior citizens, the probability of unwelcome police intervention into the lives of the former is many times greater than the latter. Simply by deploying its personnel for maximum effectiveness in response to crime patterns, even the most impartial police department contributes to existing social strife.

Confined by the realities of their work, some police officers become part of a self-fulfilling prophecy. Assigned to work in a minority neighborhood, they come into daily contact with minorities who have committed crimes more often than they come into contact with the many law-abiding minority citizens. They hear descriptions of minorities wanted for crimes being broadcast all day long over the police radio. They and their fellow officers are accused of bigotry and insensitivity by persons who themselves display bigoted and prejudiced attitudes toward the police. They face hostile street-corner groups on a nightly basis as they handle assaults or make traffic arrests. They hear fellow officers vent frustrations against a particular race or ethnic group. They may feel that the department "brass" or the political leadership is out of touch with social realities, or too timid to give them the backing they need to do their jobs. The result is the formation of prejudicial attitudes in a previously unprejudiced officer, or the solidifying of any existing prejudices they may have held.

Some officers subconsciously allow such prejudices to govern their behavior, as they begin to act out these attitudes. Their demeanor may change when they are in an ethnic neighborhood. Their field interrogations may be conducted with less sensitivity. They may use ethnic terms in addressing people. They may slow down their response to calls from certain addresses.

No amount of community relations directed outward toward the community can change the feelings of the officers themselves. Only developing increased opportunities for friendly contacts between the members of the minority community and the police, assigning more minority officers to work with officers in all sections of the city, and providing training in the history and culture of minority groups and the nature of prejudice itself, can overcome these prejudicial attitudes.

CONFLICTS BETWEEN SPECIALISTS AND GENERALISTS

In some law enforcement agencies, rivalries spring up between officers assigned to community relations units and those assigned to the patrol force.

Rivalries in police departments are nothing new; sometimes a certain amount of rivalry can be a good thing, contributing to unit cohesiveness. There is nothing wrong with friendly competition between detectives and patrolmen, or between traffic officers and juvenile specialists, so long as they can cooperate effectively and help one another with their mission.

The same holds true with rivalries between community relations officers and the rest of the force. Too often, however, community relations specialists are seen as "do-gooders" with soft assignments, impractical social activists who have "sold out" to the enemy. The community relations people, in turn, come to regard themselves as the only ones in the department who possess the necessary sensitivity and skill to deal with minorities. They tend to become defensive and retreat into their own small world.

If a community relations unit is to be successful in reducing mutual hostility between the police and the community, it must be consulted regularly on everyday problems encountered by the patrol division. Its members must periodically patrol with officers on regular tours of duty, all over town. Patrol supervisors must be encouraged to seek out assistance from the community relations unit. Patrol members must be requested to take part in meetings and special events arranged by the community relations unit. Periodic briefings to the patrol force should include feedback from community relations personnel regarding the attitudes of minority neighborhoods. Even if a community relations unit is not meeting all of its objectives, the mere fact that such a unit exists is an indication to minority groups that the police department recognizes there is a problem and is committed to doing something about it.

A BUSINESSLIKE APPROACH

General Motors, Burger King, Sears Roebuck, and all the major corporations in the country have public relations programs, and they also spend millions of dollars each year on projects designed to get them positively involved with the community. If these programs are considered necessary for business firms selling goods and services that are in public demand, how much more important it is for the law enforcement profession, which often finds itself in an adversary situation with the public, to build a positive image.

The public, as well as the officer and the department, has a stake in good police-community relations. As a free nation, we in the United States answer every day the question; "Can democracy work?" To answer this question affirmatively, we need to achieve not only law and order, but a <u>just</u> order. The police officer serves in the front lines every day, handling the most sensitive problems of our society - crime, mental illness, racial problems, traffic control, labor relations, juvenile delinquency, and drug abuse. The police officer is a proving ground for our democratic traditions and ideals. With the possible exception of the national defense, no other job is so vital to maintaining our American way of life.

DISCUSSION TOPIC - CHAPTER 1

Mrs. Sara Smith, age sixty-six, who lives alone in a small cottage at the end of Birch Lane, telephoned the Lakeville Police Department at 11:45 p.m. one rainy evening, and reported in an agitated voice that she had a possible injured animal at her residence.

Officer Ronald Emond, nearing the end of his 4 p.m. to midnight duty tour in car E-2, was dispatched and arrived at Mrs. Smith's residence at 11:52 p.m. Mrs. Smith, practically at the point of tears, told Officer Emond that "Fuzzy," her pet Angora cat, had been frightened by a neighbor's dog, and had climbed into the metal downspout on the porch roof. He had become stuck there, and was wailing pitifully. Mrs. Smith had a ladder in the garage, but since she had broken her hip a year ago, she didn't dare to climb up and rescue "Fuzzy." She asked if Officer Emond would be willing to retrieve the cat for her, because she was sure she wouldn't be able to sleep tonight unless she knew her pet was all right.

Officer Emond, who had managed to keep dry all night despite the downpour by overlooking a traffic stop or two, looked at his wrist watch and saw that he would be off duty in eight minutes.

"You got to be crazy, lady," Officer Emond told Mrs. Smith emphatically. "Cats can climb like monkeys, and I'm sure not going to climb up on somebody's porch in this rain to rescue a fool cat. Besides, I'm off duty in eight minutes, and I don't like cats anyway. They make my flesh crawl! Why don't you call the Fire Department, or forget it and go to bed?" With that, Officer Emond bid Mrs. Smith goodnight and returned to his cruiser, advising the dispatcher to record the call as "unfounded."

What Officer Emond did not realize was that Mrs. Smith and her late husband had moved to Lakeville just about a year ago, when Mr. Smith retired, so they could be near their only daughter, who was a school teacher. They had no friends and knew no one else in Lakeville. They had only lived in town a couple of months when their daughter met another teacher at a convention, fell in love, and married him. The groom took a job overseas and his new bride went with him. Mr. Smith, not used to a damp climate, caught pneumonia and died that winter. Now, "Fuzzy" was the only living thing that Mrs. Smith had in the world.

The story doesn't end here, however. Two weeks after the incident with Officer Emond and "Fuzzy," Mrs. Smith was looking out her window one afternoon, when she observed an unfamiliar red van drive up to the rear of a neighbor's house. She thought this was odd, as she had seen the neighbors packing their car for vacation earlier in the week. Two shabbily dressed men got out of the truck, one entered the house through a cellar window, and they began loading household items in the van.

It crossed Mrs. Smith's mind that perhaps she should call the police and report this. On the other hand, perhaps there was a logical explanation for all this, and if she happened to reach Officer Emond again, he would really be angry with her if it turned out she was getting him over on a "wild goose chase."

She hugged "Fuzzy" and went back to watching television, and the Lakeville Police Department had a burglary to investigate when the neighbors returned from vacation.

STUDY QUESTIONS - CHAPTER 1

1. List seven typical components of the police mission.
2. List five areas in which the police need the public's support.
3. Why are both mass media programs and individual officer efforts necessary in order to achieve good police-community relations?
4. What is the difference between a public-relations program and a police-community relations program?
5. Why is it said that every crime problem should be considered, first and foremost, as an information gathering problem?

CHAPTER 2

METHODS BY WHICH THE PUBLIC EVALUATE THE POLICE

Oh, wad some power the giftie gie us, to see ourselves as others see us.

By being more conscious of the inputs by which citizens evaluate their law enforcement officers, members of the police profession can exert positive control over their own public image. The following are some common ways in which the police are evaluated by the public:

APPEARANCE AND BEHAVIOR

The public expects more from their police officers than from other public employees, because police officers are a symbol - a symbol of law, order, justice, bravery, vigilance, and integrity.

Just as we sometimes feel a lump in our throats at the playing of our National Anthem, feel awed as we step into the hushed interior of a great cathedral, or see the wedding ring as a symbol of fidelity between husband and wife, so the public regards police uniforms, police cruisers, and police headquarters as symbols of law and order. The sloppy, out-of-shape police officer, the dirty and dented cruiser, and the unkempt police station are as out of harmony with the symbolism they are supposed to convey as a band playing the Star Spangled Banner off-key, a person uttering profanity in a cathedral, or a philandering spouse. The incompetent, dishonest, or uncaring officer reflects not only on himself or herself, but on everyone in the department, and on the rest of the police profession.

We can all recall officers we have seen, who do not "measure up" to our own standards - the obese officer with white socks and unpolished black shoes and the stump of a cigar protruding from his mouth, the young officer with hair so long he looks ridiculous when wearing his hat, or the officer with an overbearing manner or crude language.

Because our uniform makes us readily identifiable to the public, and because police down through the ages have placed great emphasis on "spit and polish," a well-fitting, clean, and neatly pressed uniform, glistening black shoes and dark socks, well-maintained equipment, shiny leather goods and a polished badge tend to gain respect at first glance. The detective or administrator who looks like a well-groomed business person will blend in well with other professionals in the community.

Even the most "squared-away" officers can undo all the care they take in their appearance the first time they open their mouths. A use of gutter language or ethnic terms, a high-and-mighty attitude or inappropriate use of sarcasm will cut through the finest uniform and leave the officer standing in nakedness reminiscent of the fable concerning the "Emperor's New Clothes." Gum-chewing, cigar-smoking, wisecracking, insensitive or unfriendly officers look like slobs, regardless of the condition of their physique or uniform.

All police work involves daily contacts where human feelings are easily hurt. Making arrests, conducting searches, restraining suspects, denying requests for service, issuing firm commands - the police officer's typical day is replete with opportunities to cause unintended affront to people. The majority of complaints about police officers are not based on physical brutality, but on

perceived rudeness, violation of rights, or lack of sensitivity which sometimes comes from performing certain functions for so long that they have become routine.

It is not whether we are actually rude or discriminatory in our actions that matters, but whether people think we are rude or discriminatory. It is of paramount importance that we give an explanation for our actions when one is demanded, and that we conduct each interaction with a citizen in our most calm, professional manner, but also in the warmest and friendliest manner the situation permits.

WRITTEN REPORTS

Written police reports are also symbols. These reports are seen by superior officers in our department. They are obtained and utilized by prosecutors, defense attorneys, judges, insurance adjusters, journalists, traffic engineers, and many other professionals. Good reports reflect favorably on the officer and the agency. Incomplete, poorly worded or sloppy reports create lasting impressions of incompetence.

A motorist given a traffic ticket which is neatly filled out and on which all the information is accurate, is much more likely to respect the officer who issued it. This motorist is also less likely to think he can "beat the rap" in court than the violator who was handed an illegible ticket, on which his name was misspelled or vital information was lacking or incorrect.

A defense lawyer who studies an investigative report which led to the arrest of his client forms an impression of the investigating officer and the agency. Poor spelling, sloppy typing, undeveloped leads or apparent contradictions encourage attorneys to try and get their clients off by embarrassing the officer in front of a jury. Top quality, professional reports have the opposite effect. Lawyers who feel they will be facing a well-organized prosecution tend to structure their defense around something other than perceived weaknesses in the investigation or arrest, or an attempt to discredit the police.

Insurance investigators and others form their opinions of the police from what they see in written reports and files and share these opinions, good or bad, with citizens who have dealings with them.

OPINIONS OF OTHERS

Because average citizens have few dealings with the police during their lifetime, they must depend upon others to form their opinions of the quality of law enforcement. They are strongly influenced by friends, neighbors, and colleagues. It is important for each officer to realize that the image we convey in each contact with the public can affect not only the person we are dealing with at the moment, but dozens of persons we will probably never see or hear. Those persons will base their impressions of us and our service on what others tell them.

An elderly lady who reports a minor neighborhood complaint is reacting to a situation which, to her, is the most important problem in her life at that moment. To the responding officer, it may be an unimportant and irritating interruption of a planned lunch break. If the officer gives the impression of being bored or irritated at the call, this attitude is perceived by the complainant as typical of all police officers toward all calls. When one of her neighbors witnesses a suspicious circumstance and discusses whether it should be reported to the police, our elderly lady is likely

to relate her negative recent experience with the police, and may dissuade her friend from providing the information the department needs to solve a crime.

The Press and Mass Media

Radio, TV, and newspaper and magazine stories and editorials about law enforcement are great molders of public opinion. They reach people who never have had direct contact with the police. The manner in which they report police news confirms or denies what people hear from their friends and neighbors, or learn from personal contacts.

Too often, the news camera shows a police officer using force to subdue a violent subject, but fails to show the actions of the subject which made this force necessary.

Television crime shows portray a false impression that police work is all sex, excitement and heroism. Complex criminal plots can be unravelled in 60 minutes with time out for commercial interruptions, the good guys always win, and a cop can be punched at or shot, but will invariably recover. TV seldom shows the boredom of the "graveyard shift," the interminable hours spent filling out reports or waiting to testify in court, the pain and suffering and the indignities which officers are sometimes subjected to, because they would detract from a fast-paced crime show.

Consequently, the public gets the wrong idea of what police work is really like. The journalist, like the police officer, has a job to do. When the police cultivate a relationship with the press which is based on mutual respect, they can assist one another in conveying a truer picture of each other's worth to the community. While complying with departmental regulations governing the release of information, safeguarding the scenes of crimes and maintaining the flow of traffic at public events, an officer should perform occasional acts of kindness to members of the working press, whenever they can be done without compromising the police mission. The impression left with the reporter will go far toward improving police-press relations.

Personal Contact

When a person does have direct contact with police, such factors as the length of time it took the officer to respond to the call, and the officer's appearance of fairness and professional competence influence the complainant's impression of the officer, the police department, and police service.

Part-time officers who work one or two days a year at the gate of the county fairgrounds, if they are in uniform but convey a non-professional image, are regarded by the people who pass by them on the way to the fair as representatives of the police profession as a whole.

THE DESIGN OF POLICE FACILITIES

With the wave of terrorism, bombings and kidnappings which has spread throughout the world in recent years, even police facilities have not been immune from attack.

With recent shootings of desk officers and civilian dispatchers by deranged persons, bombs planted in public restrooms of police stations, and efforts to rescue prisoners or sabotage police vehicles and communications equipment, planners of new police facilities have attempted to make them less vulnerable. The result has unquestionably enhanced the safety of police

personnel, but has also given some police stations the appearance of forbidding fortresses, rather than open and inviting places where the public feels welcome to come and pay a parking ticket or discuss a neighborhood problem. In many facilities today, citizens gain access to the lobby by running the gauntlet of sophisticated buzzer and intercom systems. They then find themselves in a small room without chairs, facing a bullet-resistant clear plastic shield, and addressing police personnel through a microphone. If they want to see the Chief of Police or someone in the detective or juvenile bureaus, they must wait until someone issues them a visitor's badge and accompanies them through the innermost recesses of the building. While waiting, they often have no place to sit, nothing to read, nor even any pictures on the wall to look at. Whatever initial apprehension the citizen feels in contacting the police is magnified a thousand-fold.

In designing and constructing new public safety facilities or remodeling old ones, planners should remember that of equal importance with the issue of security, is the concept of a police station as an attractive and dignified public building, which encourages positive communications between the police and the public. Architects and engineers should take advantage of state-of-the-art hardware and security devices to control security unobtrusively, so that these extra precautions do not represent an imposing barrier to the citizen on a first visit. Even with a bad design which cannot be changed, police administrators can improve the appearance of the building with pleasant color schemes, attractive wall decorations, comfortable waiting areas stocked with reading materials, and personnel whose attitudes make it clear that they regard visitors to the facility as welcome guests.

STEREOTYPES

A "stereotype" is a generalization about a group or class of people which is based on one individual or a small sample. It is usually an inaccurate characterization of the entire group. Thus, the stereotype holds that people of Irish descent are heavy drinkers and brawlers, blacks are all musically inclined, Latinos are hot-tempered and romantic, or the English lack a sense of humor. As a group, is there a stereotypical image of the police? And do the police have a stereotypical image of the public?

If you ask the typical police recruit to name the most commonly-held stereotypes of the police, he or she will offer such terms as lazy, brutal, uncaring, mooching, grafting, or undereducated. Yet, anyone who has heard a group of police officers in casual conversation will conclude that the police also sometimes stereotype the public, as evidenced by the such terms as "pukes," "creeps," or "punks."

The danger in stereotyping lies with repeating these characterizations so often they are accepted as true.

In an effort to answer the question, "What does the public really think of their police," many surveys and public opinion polls have been conducted. The results have sometimes surprised members of the police profession, who thought the public was against them. Several surveys conducted for the 1967 President's Commission on Law Enforcement and the Administration of Justice indicated, as Professor James Q. Wilson points out in The Police and the Ghetto, that "the single most outstanding finding concerning attitudes toward the police was not so much the difference between groups, but rather the generally high regard for the police among all groups..."

The results of one of these surveys, as reported in the "Report on a Pilot Study in the District of Columbia on Victimization and Attitudes Toward Law Enforcement" by Albert D. Biderman et al., revealed that 78% of the respondents agreed that "there are just a few policemen who are responsible for the bad publicity that the force sometimes gets" and 68% agreed that "policemen ought to get more pay than they do."

To an annual National Opinion Center survey question, "do you think the police do an excellent, good, fair, or poor job of enforcing the laws," only 8% of a sample taken said "poor," and 67% rated the police as "excellent" or "good." To the question, "how good a job do the police in your neighborhood do in giving protection to the people in your neighborhood," only 9% replied "not so good," and 80% indicated "very good" or "good."

Similarly, a Louis Harris poll revealed that 65% of a sample polled rated their local police as "excellent" or "good," and this figure increased to 70% when State Police agencies were rated. Repeat polls have shown similar results.

The San Diego, California, Police Department several years ago became concerned that field interrogations, the police practice of stopping and questioning suspicious persons on the street, was harmful to police-community relations. They devised an experiment using a control area where ongoing field interrogation practices continued as usual. They gave a second group of officers additional training in field interrogation techniques. They assigned these officers to an experimental area, with instructions to dramatically increase the level of field interrogation contacts in that area. They discontinued F.I. practices in a third experimental area. The three areas were matched for crime rates and other demographic characteristics. The results? Street crimes gradually increased in the area where field interrogations were discontinued, and decreased in the area where they were intensified. Surprisingly, however, community attitude surveys revealed that the public in all three experimental areas supported field interrogations as a valid police practice.
These and other experimental findings are not consistent with negative public stereotypes of the police. If most police officers are not perceived as "lazy, brutal, or uncaring" persons in the eyes of the public, could it be that the police stereotype of some members of the public as "pukes" and "creeps" is also inaccurate? Could it be that some police officers tend to think this way because 90% of the time they meet the 10% of the public who are troublemakers, and that many of these people act this way because the officers see them when they are undergoing high levels of stress in a crisis situation?

Once you realize that most citizens are supportive of good law enforcement, and that the good citizens outnumber the bad by a vast majority, you are less likely to fall into the intellectual trap of stereotyping both those you meet and the "silent majority" you may never meet.

SALESMANSHIP

When you have convinced yourself of the need to think in positive terms concerning the public, your next job is to turn your talent for salesmanship outward, "selling" yourself, your department, and the service and protection it has to offer, by deliberately going out of the way to make good impressions on people, making and holding friends, and increasing people's faith in law enforcement.

Numerous surveys on public opinion, just as they have indicated a generally favorable public attitude toward the police, have indicated that negative personal experiences can easily cause the public to become ambivalent or confused in their attitudes toward law enforcement. When you meet a person who, because of some adverse experience in the past, has made up his mind that he does not like police officers, he should not be "written off" as a hopeless case, but should be seen as a challenge to you - a challenge not only to sell, but to unsell this particular person of his misconception.

BLOWING YOUR OWN HORN

The recipe for good police-community relations is the sum of all the individual contacts of each member of the force, applying the rules of courtesy, empathy, and that elusive ingredient, common sense. You and your department will reap the warm feeling that arises from knowing that you are a powerful influence for good in the community, that people depend on you and your colleagues, and that the community will support you in your work.

If you analyze a sample of public complaints about police officers - as we do elsewhere in this book - you will be amazed at how few of them relate to an officer's technical competence. Most, instead, are related to an officer's inability to relate to people. Regardless of your knowledge of the law, the rules of evidence, scientific investigation, or self-defense, if you have not mastered the art of getting along with people, you will be ineffective and unhappy with a police career.

DISCUSSION TOPIC - CHAPTER 2

Ed Stone was a local boy who joined the three-man Oak Village Police Department shortly after graduating from high school. Within four years, the old Chief of Police had retired, and Ed was appointed by the Village's Board of Supervisors to replace him. Ed and his fellow officers had a ready smile for people of all ages. They were firm but fair in their enforcement of the law, and for several years the Oak Village Police Department enjoyed total cooperation from the Board of Supervisors and the townspeople.

Eventually, Jack Sartorelli moved to Oak Village from a city down-state and purchased a hardware store on Main Street. Sartorelli felt that Oak Village's ordinances and laws were a nuisance to him in running his business, and elected not to abide by all of them.

In the city down-state where he had come from, Sartorelli had prided himself on being a "smart operator." A free piece of hardware once in awhile to the cop on the beat and a gift at Christmas for the Captain, and the "boys in blue" would conveniently be looking the other way if Jack wanted to stretch one of the ordinances a little.

Sartorelli could not understand why this approach did not work with Ed Stone and his men. Ed would not accept a gift, and was sympathetic and polite, but insistent that the Village ordinances be obeyed.

Jack Sartorelli eventually decided the way to solve this problem was to get himself elected to the Board of Supervisors and get rid of Ed Stone. He had come to know nearly everyone in the village on a first-name basis, as most of them were customers of his. Within a couple of years, he ran for election as Supervisor and won.

From his new position inside the village government, Sartorelli unleashed an attack on Ed Stone and the Police Department. He tried to slash their budget, he encouraged people with the slightest grievance against the Police Department to come to him instead of to Chief Stone so he could use Supervisor's meetings as a forum for embarrassing the Chief, and he took issue with nearly everything the police did.

Sartorelli's campaign continued until the next year's annual Town Meeting, when Chief Stone stood up and addressed the voters. Calmly, he recited a litany of harassment which he and his men had suffered at the hands of Sartorelli, carefully documented by notes he had taken as the incidents occurred. At the conclusion of his speech, the townspeople unanimously voted to empanel a blue-ribbon investigating committee to look into the matter. The committee met, took testimony from all the parties involved, and when it had filed its report, Chief Stone was vindicated and Sartorelli was requested to resign as Supervisor.

STUDY QUESTIONS - CHAPTER 2

1. Name five criteria by which the public evaluate the police.
2. What symbolism is present in police work?
3. What is a "stereotype?" Are there any common public stereotypes of the police? Do the police hold any stereotypes of the public? Are either of these stereotypes accurate?
4. What empirical data exists regarding the public's opinion of the police? Does it prove or disprove these stereotypes?
5. What is the role of self-analysis in police-community relations?

CHAPTER 3

TRAFFIC ENFORCEMENT NEMESIS OR NECESSITY?

> The rich man has his motorcar, his country and his town estate. He smokes a fifty-cent cigar and jeers at fate.
>
> Franklin Pierce Adams

One management analyst who studied a major metropolitan police department noted that all citizens at some time or another violate the traffic laws. The traffic enforcement task is therefore potentially more harmful to police-community relations than any other. This researcher suggested that to improve their community relations and mount an effective campaign against crime, the police should divest themselves of all traffic law enforcement duties. These duties would be reassigned to the fire department, who would staff their fire houses with skeleton crews and put the remaining firefighters out in red patrol cars, doing traffic and regulatory work between fire calls.

In a recent year, there were 45,000 persons in the United States killed in traffic accidents, as opposed to 20,000 murder victims. It is apparent that aggressive traffic law enforcement presents the police with perhaps their greatest opportunity to fulfill their primary law enforcement mission of protecting persons and property.

There is a two-fold reason for stopping a traffic violator. We want to take immediate enforcement action, and to change the violator's future driving behavior. For all but the most serious offenses such as drunk driving, there are circumstances and individuals who respond as well if not better to a warning than to a citation. As police officers, we should not hesitate to issue warnings whenever we feel they will be effective.

Whether a warning or a citation is issued, without arguing the merits of the case with the violator, we can allow them to give us an explanation for their behavior. It costs nothing to listen respectfully. Many people are satisfied if they have a chance to explain their point of view, even though they still receive a citation. We should always take advantage of the opportunity to point out to the violator the seriousness of the accident rate in the locality or any other circumstances which made the enforcement action necessary. Always allow the violator to "save face" by discussing the violation out of earshot of passengers and bystanders. Offer instructions as to how any citation can be handled by the violator, and help them back into the traffic stream.

By treating every violator as you would want to be treated if you were in their shoes, you will frequently be rewarded with a "thank you." The violator is not thanking you for delaying them in their journey or for issuing a citation, but for treating them with dignity and respect.

PUBLIC ATTITUDES TOWARD TRAFFIC ENFORCEMENT

Because the traffic laws are so numerous, vary so much from jurisdiction to jurisdiction, and traffic today is so heavy, none of us can honestly state that we will never violate a traffic law. There is a "there, but for the grace of God, go I" feeling toward traffic law enforcement, which is frequently a factor in the attitudes of legislators, community leaders, and the public. This makes

it difficult to persuade state legislatures to enact tougher laws, and it is one reason why it is often a difficult task to obtain convictions in jury trials of traffic offenders.

Because each of us becomes a potential traffic violator every time we pull out of the driveway, motorists often regard traffic law enforcement as a sporting competition between the pursuers and the pursued. People who do lots of long-distance driving sometimes invest money in radar detectors, and some have even experimented with soft plastic shielding to change the profile of their vehicles and make them less detectable to police traffic radar. The widespread use of Citizen's Band Radios by interstate truckers has spread to passenger car owners, as they use this means of communication to keep themselves posted on the presence and location of "Smokeys" along the highway.

The public sometimes tends to resent what they consider "unfair" tactics on the part of the police. Unmarked cruisers, motor-cycles, and "in-the-hole" enforcement techniques making use of concealed observation may leave a bad taste in the public's mouth. Even the most solid citizen will drive down the road flashing their headlights on and off to warn approaching motorists that a police cruiser is running radar in a semi-concealed location.

Tavern owners and patrons complain of police surveillance in the vicinity of bars at closing time. Yet, fatal accident statistics conclusively show that intoxicated drivers account for up to 50% of all fatal traffic crashes, and that youthful, intoxicated drivers are the most frequent victims. If some mysterious disease was killing youth at the same rate as traffic accidents, the public would be frenzied in its attempts to try to discover some new process of immunization, some new antidote or treatment. Unfortunately, the traffic fatality rate seldom generates this level of concern.

A TIME FOR PARTNERSHIP

If we are to achieve the necessary level of public support for our traffic enforcement activities, consistent, ongoing efforts are required in order to make the public aware of the causes, scope, and prevention of traffic accidents. The human suffering, insurance costs and disruption of people's lives must be vividly brought home to those who feel that traffic accidents only happen to "the other guy."

Police involvement in school safety programs is a vital facet of any overall highway safety campaign. Whether teaching kinder-garten students how to walk to school safely or presenting bicycle safety information to the elementary grades, officers are influencing the safety habits and attitudes of future drivers. By the time students reach driver education classes in high school, they are less impressionable. However, close liaison with driver education teachers provides us with the opportunity to relate everyday driving mistakes to the actual causes of accidents, and to demonstrate that our interest in traffic problems goes beyond the issuance of citations, and is rooted in a sincere desire to make our streets and highways safer.

Policy Implications

By its traffic enforcement policies, every law enforcement agency has the opportunity to improve the image of police traffic law enforcement, and to increase its acceptance by the driving public.

The deployment of traffic enforcement personnel should be based on the actual times and locations where accidents occur with the greatest frequency. If the purpose of enforcement is truly to reduce accidents, and not to produce revenue for the courts or to play a "numbers" game by impressing the public with the rate of arrests and convictions, enforcement should be targeted against the types of violations which have been statistically shown to cause the most accidents.

Even though a particular location is a "hot spot" where motorists habitually travel over the speed limit and an officer can make numerous arrests, it makes little sense to saturate the area with radar if there have been no traffic accidents on that stretch of road. The officers might be more effective in reducing accidents by working an intersection where persons running red traffic lights have accounted for a large number of serious accidents.

To intelligently deploy personnel in this manner, it is essential that all police departments keep careful records of the times, places, and causes of all traffic accidents, and feed this information back to the patrol units so they can adjust their tactics accordingly. Some departments have designed "D-Runs," or directed deterrent patrol assignments. These assignments give traffic units detailed, hour-by-hour information as to the most effective way to patrol a given beat to have the maximum impact on traffic accidents.

Personnel should not be given the feeling that they are evaluated primarily on the number of arrests they make, or that comparisons are made between the activity on one beat or shift and another, without regard to the conditions which make each beat or shift unique. Such comparisons encourage officers to use the "fishing hole" technique to bring their arrests up, going to a productive location for a few hours and issuing a large volume of tickets, only to neglect traffic enforcement for the rest of the shift. The emphasis on the traffic arrests should be on quality, not quantity. One good drunken driving arrest resulting in a final conviction is more effective than dozens of arrests for expired licenses or registration certificates. Three citations for improper passing at a location where this violation causes a high proportion of accidents, and conducted so that the motorist felt he was fairly treated, are worth dozens of speeding citations at a "fishing hole" location issued in a brusque, abrasive, or abrupt manner. Remember that the final precipitating event in the infamous Watts riot in Los Angeles was a DWI arrest in a ghetto neighborhood. Traffic enforcement is one of the most sensitive areas of interaction between the police and the public.

A firm but fair traffic law enforcement policy targeted at serious moving violations in areas where accident statistics indicate special attention, can bring about a favorable public reaction. Studies also show that in jurisdictions where the police pursue an active policy of stopping motorists who violate the traffic laws, armed robberies and other preventable street crimes are reduced. Apparently, the likelihood of being stopped and discovered while committing a traffic offense increases awareness of the police presence in an area, and acts as a deterrent to potential lawbreakers. Veteran police officers can recount numerous instances where vehicles stopped in a high-crime area for a minor matter such as a burned-out lamp yielded felony arrests because the officer spotted weapons or stolen goods in the vehicle.

Officer Survival

Because of the possibility of stopping a wanted person or someone who has just committed a serious felony, there is no such thing as a "routine traffic stop." Officers must be on guard at all

times when stopping and approaching traffic violators. In some sections of our larger cities, the incidence of attacks on traffic officers has been so great that during the hours of darkness if violators are stopped, they are ordered to exit the vehicle and place their hands on the roof, with the officer giving instructions by loudspeaker from a position of concealment in the police car.

While awareness of this potential danger is required if the officer is to practice commonsense survival techniques, it is well to bear in mind the proverb, "being suspicious is not a fault, but showing it is a great one." Officers should approach a violator with their service weapons readily accessible and their eyes on the subjects' hands and alert for any suspicious movement, but still conveying an outward impression of calm, friendliness and courtesy.

SPECIAL ENFORCEMENT TACTICS

Radar, fixed-wing aircraft and helicopters are increasingly used for traffic enforcement. The use of traffic radar in particular has weathered a crisis of public confidence. Shortly after its introduction after World War II, traffic radar gained widespread recognition by the courts. Many traffic judges took judicial notice of the accuracy of radar as a means of measuring scientifically the speed of moving vehicles. As technology improved, solid-state radar devices operated with less current drain on the batteries of police vehicles. This enabled radar to be run for hours at a time with the cruiser engine off. The size and complexity of traffic radar sets was reduced, enabling them to detect vehicles at greater distances, and making cruisers equipped with radar less detectable to oncoming motorists. Hand-held sets were adaptable to motorcycle and foot patrol officers. "Moving" radar was developed, which enabled the driver of a moving patrol unit to clock oncoming vehicles. Laser radar and photo radar have emerged as viable technologies.

Unfortunately, additional police training has not always accompanied the introduction of these improved radar sets. Beginning with a celebrated court case in Florida, the public became aware that what was once regarded as an infallible scientific instrument was far from perfect. It was subject to human error in the hands of an untrained operator, and was sometimes affected by electrical disturbances. Television documentaries demonstrated how spurious signals caused radar sets to show false readings, such as clocking a tree at 70 miles per hour. Courts began to look askance at radar evidence. Motorists began to contest radar speeding cases more frequently. Police officers who had once accepted whatever reading they obtained from their radar sets as the gospel truth, now began to wonder.

As always, a thorough knowledge of the subject is the best defense. Police officers should be thoroughly trained in the proper operation of the type of radar set used by their departments, and required to spend a minimum number of hours with an experienced radar operator before they are permitted to run radar by themselves. Standard operating procedures should be adopted, requiring that radar sets be periodically calibrated and certified by a qualified electronics technician. Supervisors should insist that their officers calibrate the radar both with any internal calibration device, and with tuning forks at the beginning and end of each shift. They should be taught never to "lock in" the radar at a given speed so that a spurious signal could be attributed to a moving vehicle. The audio portion of the radar should be monitored at all times. Any decision to stop a vehicle should be based on the radar reading only if tracking history is confirmed by visual observation, based on the officer's experience in estimating speeds through numerous hours of working traffic. If there is any question in the officer's mind, the doubt should be resolved in favor of the motorist.

Police administrators considering the purchase of traffic radar units should make sure the make and model chosen was tested by a certified laboratory, and is on the Approved Products List published by the IACP Highway Safety Advisory Committee. This will ensure that the product meets standards of accuracy and reliability developed by the IACP in conjunction with the National Institute for Standards and Technology.

There has been a great deal of concern expressed over the possible health hazards from microwave radiation from police radar sets. The Occupational Safety and Health Administration (OSHA) and the National Institute for Standards and Technology (NIST) have adopted emissions standards for radar sets, and those on the Approved Products List meet those standards. However, officers who use police traffic radar should observe certain basic precautions. The radar antenna on two-piece radars should be mounted outside the cruiser, rather than aimed through a window. Hand-held radars should not be left turned on and then pointed at any part of the officer's body, or placed between his or her knees when not in use.

Airborne Traffic Enforcement

Aircraft equipped with VASCAR® and other time/distance speed-measuring devices are an especially effective means of dealing with serious moving traffic violations on the interstate highway system. Not only can flagrant and habitual speeders who rely on radar detectors and C.B. radios to escape detection be easily apprehended, many other types of violations such as drunken driving, improper passing, and following too closely are easily detected by a "Bear in the Air." By timing the progress of a vehicle between measured points marked along the highway, the speed which is computed is the violator's average speed over a distance of a quarter-mile or more; whereas radar tends to give more of an instantaneous measurement of speed at a given point. Thus, drivers who are caught by aerial observation can hardly claim they only speeded up to pass another vehicle or to dodge an obstruction in the road. Statistics show that a combined air-ground unit "package" can enforce traffic laws more effectively than ground units alone, consuming less gasoline and providing increased productivity per hour.

When the NH State Police began enforcing the speed limit with fixed-wing aircraft, they had to overcome considerable public sentiment. Newspaper editorials attacked the purchase of the airplane as an example of governmental extravagance. Some members of the Legislature hinted that they were less than willing to fund the ongoing costs of operation. In less than a year's time, however, attitudes began to turn around. One of the newspapers which had editorialized against the plan initially, now came to its defense. At least one member of the Transportation Committee of the House of Representatives praised the operation of the State Police air arm at a public hearing. Why the change in attitudes?

To begin with, careful statistics were kept on all activities. To guard against claims that the aircraft would be primarily used to ferry dignitaries around, strict guidelines were established as to who could ride in the planes, and for what purposes. Judges, key legislators, and news media representatives were invited to observe a routine mission and see for themselves just how effective airborne enforcement could be. Statistics revealed that the average speed of violators cited was far in excess of what the average citizen would consider reasonable. In fact, the aircraft "package" was apprehending the most flagrant violators, including those in excess of 90 and 100 miles per hour. By reducing high-speed pursuits, these apprehensions were being accomplished with maximum consideration for safety of other road users. Federal speed-monitoring studies showed NH leading the other New England states in compliance with the

national maximum speed limit. This insured the continued availability of federal funds to the state for highway construction. Finally, the aircraft was instrumental in hunting for escaped prisoners, spotting forest fires, and in delivering emergency blood supplies to distant hospitals. The press duly reported each of these incidents.

Since the state is a popular tourist mecca, the State Transportation Department was persuaded to post signs on all major highways, warning that airborne traffic enforcement was being practiced. These signs were posted only on those roads actually patrolled by the aircraft, to avoid creating a false impression at other locations.

PUBLIC SERVICES TO ROAD USERS

People are more willing to accept visible police presence when they are aware that officers perform other valuable functions in addition to stopping and arresting violators.

An officer who is willing to stop and direct traffic at a busy intersection to relieve rush hour congestion, and who never passes by a stranded motorist, creates an appreciation of his or her presence as a positive adjunct to the highway transportation system.

The proliferation of other road users, including senior citizens riding mopeds, bicyclists riding for their health or to beat the high cost of gasoline, and joggers out in all kinds of weather, requires a special alertness to assure that these forms of personal transportation blend into the traffic stream smoothly, and are accepted as having a legitimate place on the highways. Rather than losing patience and regarding them as a nuisance, professional officers realize that different patterns and modes of travel will evolve as fuel supplies become a concern, and that officers must play their part as friendly guardians of the law, attempting to educate the cyclist, the jogger, and the moped rider in how to increase their visibility to other traffic and their obedience to the rules of the road, while encouraging motor vehicle operators to share the road with these new forms of personal mobility.

SETTING THE EXAMPLE

Because the public is disillusioned when their heroes turn out to have "feet of clay," nothing is as harmful to traffic enforcement efforts as thoughtless and discourteous behavior by the drivers of police vehicles. A "do not as I do, but do as I say" attitude on the part of police personnel can lead the public to believe that all officers subscribe to these double standards.

Speeding is almost an occupational hazard for police officers. It seems that we are always hurrying to a call, late for a court appearance, or on our way to question a suspect before he or she has time to develop an alibi. The result is that traveling over the speed limit begins to feel more natural to us than driving at legal speeds. The pubic does not understand this, and sees the officer as using his or her position as an excuse to break the law. When police officers allow this behavior to carry over into off-duty time and their personal vehicles, they become an embarrassment to fellow officers. The other officers must decide whether to take enforcement action detrimental to the department, the officer, and the profession, or to wrestle with their conscience and risk public criticism by "looking the other way."

Official vehicles should only be driven at faster than a legal speed when a legitimate emergency exists or when clocking a violator. Emergency warning devices should be in operation during

every emergency run. Cruisers should not be routinely parked in restricted zones, disobey traffic control devices, or be used by officers for personal errands. By occasionally slowing or stopping and yielding the right-of-way to fellow motorists, the police officer by example sows the seeds of courtesy which are an important element in reducing conflicts in today's congested traffic patterns.

DISCUSSION TOPIC - CHAPTER 3

Wilfred Fitzgerald is thirty-four years old, and a clinical psychologist. One evening he was out for a drive with his wife and family, headed for a local restaurant. It was raining heavily, and the wind was blowing in gusts. When he got into his car that evening, a gust of wind blew the bottom of his raincoat over the directional signal lever and loosened it in its socket. As Dr. Fitzgerald started to make a turn, the directional signal misfired, and he discovered it was loose in its socket. While pushing it back in the socket, his headlights flashed on and off from high beam several times briefly, since they are on the same level as the turn indicators. At the same time, Dr. Fitzgerald became aware of an oncoming police cruiser.

The police car made a U-turn and soon came up behind the doctor's car, and the emergency lights and siren were activated. Dr. Fitzgerald pulled over and rolled down his window to talk with the approaching Highway Patrolman.

"What's the matter, pal, do you get a kick out of flashing those high beams in people's eyes?" the Patrolman inquired in a loud tone of voice. "How much have you had to drink?"

STUDY QUESTIONS - CHAPTER 3

1. Compare and contrast the level of deaths in the United States in a typical year from traffic accidents, and those from criminal acts.
2. How can a police officer permit a violator to explain his or her side of the situation without getting into an argument over the merits of the case?
3. What are "in-the-hole" enforcement techniques?
4. What is the relationship between aggressive traffic enforcement and the rate of street crimes?
5. What operating techniques can assure that traffic radar is not misused?

CHAPTER 4

IMPROVING THE RECIPE

> Men do not care how nobly they live, but only how long, although it is within the reach of every man to live nobly, but within no man's power to live long.
>
> Seneca

"Join the police force and embark on an exciting career fighting crime," the recruiting poster reads. But the recruit learns after a few weeks that while police work has its exciting moments, the lion's share of time is occupied with regulatory, rather than crime-fighting activities. Although we regulate and control hundreds of aspects of the life of average citizens, ranging from how long they can park their cars in the business district to how loud they can play their stereos, few of these things are classified as criminal offenses. Police administrators in one major city conducted a careful study to determine how their average patrol officer's time was spent. They found that 37.5% of the typical officer's time was spent on noncriminal services such as escorts, accident investigations, and animal complaints; 22.1% was spent on administrative functions such as filling out reports, performing cruiser maintenance and booking prisoners; and 30.1% on investigating crimes, maintaining order, and patrolling.

In a democratic republic such as ours, citizens tend to resent the degree to which government intrudes on and regulates their lives. Professional police officers recognize this resentment as a normal reaction, and seek to overcome it in their everyday contacts with citizens.

Like the young couple who develop their culinary skills by exchanging recipes with more experienced cooks, or the detectives who analyze the modus operandi of thieves in order to improve their apprehension record, so police officers who are having problems getting along with people must learn to analyze their own behavior, and to identify and correct their own mistakes. Why do some police officers have more trouble than others in their contacts with the public? Experienced police administrators usually point to some single reason. But before considering individual factors, remember that some character-istics of police work itself, and of police organizations, must be recognized and dealt with in any effort to improve relations with the community.

Quasi-Military Organization

Police departments have traditionally been organized along military lines, and were originally conceived as having a warlike mission. Rigidly controlled by internal regulations and tightly bound by a chain of command, police officers find that their most routine activities are spelled out in great detail by laws and standard operating procedures. However, they have great discretion relative to some of their most critical field activities. For example, there are few guidelines as to whether they should give a warning or issue a citation in a particular situation, but rules may spell out the exact number of inches their tie clip should sit from the bottom of their tie.

In 1829, when Sir Robert Peel organized the Metropolitan Police of London, the first civilian full-time police force, he borrowed from the hierarchical models which were the basis of the two most successful organizations of the time, the church and the military. This enabled him to achieve uniformity and consistency in enforcement of the law despite the large number of

officers required to patrol the City of London. Both the army and the police exist to provide force for the protection of society. There is no way to predict when either will be required to suddenly mobilize to cope with an unexpected emergency. A high degree of discipline keeps both in a constant state of readiness. The emphasis on following routine orders assures that police officers and soldiers alike will function as an obedient, well-oiled machine under stress.

When the American colonists established police forces of their own, they borrowed from the English model which Sir Robert Peel had made so successful. By the era of the "roaring twenties," the United States had entered a period where boot-legging and prohibition threatened the integrity of government. Political influence was seen as corrupting law enforcement. A tide of police reform mounted across the nation. The reformers favored a reemphasis of the military "professional" model as the way to rid the police of undesirable outside influences by making them a "closed community." This was the start of a movement toward police professionalization which reached its peak in the 1950s and 1960s.

While there is no question that this tighter internal control removed some of the corrupting influences from the police, it created problems of its own in the area of community relations. There is still no practical way to control the exercise of discretion in the field, and the police as an institution come under attack from the minority community, student activists, peace demonstrators and others, for allegedly trying to enforce majority cultural values across all segments of society.

Police departments began efforts to recruit a "new breed" of college-educated officers. Some of these new recruits, who had been exposed to a broad liberal arts education, felt hemmed in by the rigidity of police organization and discipline. They felt that the individual who was rewarded within the department was the one who was not willing to challenge the status quo. They also felt that there was no effort to develop objective standards for evaluating police productivity. Officers were rated on sheer volume of arrests made or cases cleared, rather than on their ability to solve people's problems. Police supervisors, who were seldom on hand in the field at the times when officers faced their toughest challenges, were seen as primarily bureaucrats and disciplinarians charged with seeing that the myriad of orders controlling the routine aspects of police work were carried out.

Numerous experiments began in an effort to break down the quasi-military structures of some departments, by doing away with military ranks or uniforms. Newly-annexed cities such as Lakewood, Colorado, with no departmental traditions to hold them back, tried dispensing with the traditional police uniform. They put their officers on the streets clad in slacks and blazers, with their weapons and handcuffs concealed beneath suitcoats. Military titles were abandoned in favor of "police agent," "community service officer," "supervisor," "commander," and "director," and rank insignia were eliminated. New orders were written to control police discretion in such areas as juvenile court diversion and physical custody arrests.

Depending on the particular jurisdiction, some of these innovative ideas took root, while others were abandoned after a short period of time. Slacks and blazers were found to be suitable only in temperate climates, which ruled out a large portion of the United States. The disappearance of rank insignia caused confusion as to who was in charge at emergencies. Despite titles like "supervisor," "commander," or "director," many officers on the street still continued to call their supervisors by the more traditional terms of "sergeant," "captain," or "chief." Some supervisors claimed the new titles and the lack of uniforms caused them embarrassment and confusion when

dealing with their peers in other communities. In some cases, however, the officers felt that the absence of a uniform enhanced their ability to communicate in a low-key and effective manner with citizens. Efforts to control discretion at the operational level led to more attempts by the organization to intrude into every aspect of the officers' working lives, and were difficult for supervisors to monitor and enforce. Officers complained that attempting to limit and define discretion depersonalized their dealings with the public by limiting their flexibility to adapt to different situations. The jury is still out, and it remains to be seen whether the military model will continue to be the dominant influence in police work in the twenty-first century.

The Growing Technocracy

Even in police departments that have been very successful in "softening" their military image, the growing complexity and specialization in law enforcement has served to further remove the individual officer from intimate and informal contact with the community.

Beginning with the revolution in court procedures under the late Supreme Court Chief Justice Earl Warren in the 1960s, police officers have had to cope with a burgeoning body of case law at both the federal and state levels. This has supplemented and in some cases superseded statutory law in a given situation. Field contacts, arrests, searches, formal and informal interviews, all must be conducted carefully, with the precise language of the officer even spelled out by court edict. Police training has become more technical, and often presents a legalistic approach to the everyday problems of society. The public has become increasingly aware of their rights. Police officers, fearful of lawsuits, have found themselves unsure in dealing with many situations, because the law changes frequently. Clearance rates for major crimes, especially property crimes, are low, undermining public confidence in the police. Minor mistakes in the field can lead to major criminals going unpunished. Police officers in many instances have come to perceive the judicial system as engaged more in a battle of technicalities than in a search for the truth.

In an effort to cope with the growing taxpayer concern for efficiency, single-officer patrol cars have replaced walking beats, and typical city officers now contact their clientele through the windshield of a police cruiser rather than face-to-face. White collar crimes such as computer theft and the illegal disposal of toxic wastes have created further demand for specialized units and expanded technical expertise. Some observers of the police scene, myself included, feel that the brush-fire infusion of high technology into law enforcement, which has led to the disappearance of the beat cop, has created a breed of new recruits who appear to the public more like robots than warm human beings. They are regarded as no longer insightful and concerned with people's everyday problems, and no longer equipped with the "quick fix," the innovative solution that for years conditioned urban dwellers, when faced with a situation they could not handle by themselves, to utter those three magic words, "call the cops!"

The Police Code of Secrecy

There is an esprit de corps and a pervasive code of secrecy among the police. This causes them to be regarded with suspicion by the outside world and, indeed, to regard the outside world with suspicion as well.

In a dangerous occupation where one's life may well depend on the courage and loyalty of a fellow officer, the police officer soon learns the importance of unquestioned support for a

colleague in peril. Because of the confidential nature of criminal investigations and the fact that in times of stress, people in trouble sometimes let police officers in on their innermost secrets, the details of the police job are seldom discussed with the outside world.

Taken together, the fraternal spirit and the confidential nature of the occupation so vital to the successful completion of the police mission, also constitute major obstacles to constructive change, and to positive community relations.

The spirit of solidarity which unites police in times of stress, also causes them to be extremely defensive and protective of fellow officers, even when they are wrong. It creates a "them against us" feeling, which brands an officer a "rat" if he or she cooperates in the exposure of a violent, dishonest or sadistic officer. It breeds internal cliques and conspiracies within nearly every law enforcement organization. It leads to a flow of communications within the chain of command which is predominantly downward and seldom upward, isolating police administrators from happenings in the field. It causes detectives to keep their sources of information, and indeed the information itself, not only from patrol officers, but also secret from their fellow detectives.

Although officers from miles around will close ranks and put on an impressive display of unity when an "officer needs help" call crackles over the police radio frequency or at the funeral of a slain officer, the everyday interactions of police agencies are sometimes fraught with rivalries bordering on hatred between detectives and uniformed men and women, superior officers and their subordinates, local police and sheriffs, sheriffs and state police, state officers and federal agents.

PERSONAL STUMBLING BLOCKS

Once officers become aware of the institutional stumbling blocks to good police-community relations, they must examine the personality aspects which cause many police officers problems in dealing with the public.

Anger

As a police officer, whenever you lose your temper, you lose control of the situation you are trying to handle. You lose your ability to think on your feet and to control the outcome. Police officers who regard the slightest derogatory remark from a citizen as a challenge to their authority, or who are proud of having a "short fuse," provoke unnecessary hostility. They are required to use force or to call for assistance more often than cool-headed officers who are willing to listen to a citizen's "face saving" explanation,
or to tolerate a small amount of verbal abuse.

One characteristic of anger is that it feeds on itself. If an angry officer confronts a citizen, the citizen sometimes feels the need to preserve his or her image by retorting in kind. The officer who is confronted by angry citizens often finds that a calm, reasoned reaction will surprise the citizens so much that they will calm down and listen to reason.

Unfriendliness and Inflexibility

Too many police officers succumb to what I call the "Broomstick-Bowling Ball Syndrome." They strut around as though they have a broomstick for a backbone and a bowling ball tucked

under each arm, seemingly fearful that if they bend over to speak to a child or greet a citizen with a smile, they will diminish their "macho" image. The American public expects friendliness, not just civility, from their public officials. An officer may be dealing with a laborer with a sixth-grade education driving an overloaded truck one minute, and an absent-minded college professor who has just disobeyed a stop sign the next. You must be adaptable and flexible, seeking out the most effective way to communicate with each of these individuals without seeming to be patronizing to the one, or crude to the other.

Young officers sometimes feel that they must display a detached, impersonal attitude at all times, lest their lack of experience show through to the citizen, who will take unfair advantage of them. Actually, the opposite effect usually occurs, and the officer is seen as uncaring, overbearing or crude.

Suspicion and Criticism

A necessary characteristic of the effective officer is an observant nature, being able to spot individuals who are out of place or activities which are out of character. The enforcement action taken often involves calling a citizen's attention to a law violation. The most skilled officers learn to criticize an illegal act, rather than criticizing the person who committed it. They realize that the quickest way to "turn a person off" to what they are about to say is to begin the conversation on a personally critical note.

Learning to say "no" pleasantly, to look for things to praise as well as to criticize, not taking a violator's infraction as a personal affront, and remembering to always conclude a contact on a positive note, are the hallmarks of a mature officer. An effective officer also develops methods for approaching people and making inquiries of them in a pleasant and unobtrusive manner, without appearing suspicious and running the risk of offending an innocent person.

Stopping and questioning persons abroad under suspicious circumstances (the police technique of field interrogation), is an area where the utmost sensitivity is required. The attitude of the interrogating police officer should be as compassionate, outgoing and friendly as circumstances permit. If citizens inquire as to the reason for the stop, it should be politely given. If it turns out that the persons can give satisfactory account of themselves, a friendly apology should accompany the explanation.

Field interrogations should be made for an articulable reason and not merely at random. This will not only comply with the tenets of good community relations, but the United States Supreme Court finding in the case of Delaware v. Prouse and Kolender v. Lawson, renders inadmissible the fruits of any purely random stop conducted at other than a checkpoint where each passerby is subjected to identical scrutiny. Known patterns of criminal activity, similarity to the description of a wanted person or vehicle, or behavior which is out-of-character for the environment or circumstances constitute the best justification for a field interrogation. The object should be to make a potential law violator aware of police surveillance of the area, to uncover a wanted person or vehicle, or to provide a record of the contact which can later be used by investigative personnel to place a suspect at or near the scene of a crime.

Defensiveness

It is difficult to be constantly on the defensive and be a good police "salesperson" at the same time. When you stop drunk drivers, they will invariably ask why you are picking on them when they were driving so slowly and carefully and the streets are alive with speeders. The speeder will demand to know why you aren't out after the drunks instead of delaying someone who is in a legitimate hurry. Do not let this criticism keep you from being a good salesperson. Do not let looking for something wrong officially to cause you to look for it personally. Don't become so clannish you will defend fellow officers no matter how wrong they were.

Remember, this great nation of ours was founded by citizens willing to challenge and criticize the authorities. Listening to criticism is as much a part of your job as are occasional periods of boredom or discomfort. By listening to citizens who want to gripe, you not only provide them with an escape valve for their frustrations, but you gain valuable insight into your critic as a person, or even into yourself. Remember how big business handles complaints, with phrases like Sears Roebuck's, "Satisfaction Guaranteed or Your Money Back," or A.T. and T.'s, "Thank You for Using A.T. and T." As you get promoted through the ranks, you will find that the higher you go, the more of your time will be spent listening to criticism.

One study of the psychological traits of police officers indicated three dominant ones: impulsivity, hyperactivity, and dislike of authority. Perhaps that's why a law enforcement career appeals to many of us - we want to be on the delivering, rather than the receiving end of this authority. If this is the case, we should remember to use our authority and power wisely and ethically when dealing with others.

The Verbal Factors

"It's not what you say, but how you say it" is an old, but true phrase. When you use profanity, derogatory language, ethnically offensive terms, or confuse laymen with continual use of police "jargon," radio code signals, or legal phrases in everyday conversation, you erect barriers that cause the citizen to "filter out" what you are trying to communicate. If you are friendly under all but the most stressful circumstances, and take charge in a civil and businesslike manner even at those times, and use polite everyday language, people will listen better and respond better.

Non-Language Factors

Today, there is a whole field of psychology which studies "kinesics," or "body language." Psychologists know that our facial expressions, posture, tone of voice, eye contact, and even how close we stand to someone we are communicating with, affect the attitudes of other persons toward us. By avoiding an officious or oppressive manner, a disrespectful attitude, or a scornful tone of voice, and by giving others enough space so they don't feel threatened by our physical presence, we can exert a more positive influence.

By being observant to signs of stress and watching for changes of attitude in others, we may save our own life by detecting assaultive or irrational behavior before it occurs. The sudden twitch in a jaw muscle, the throbbing appearance of the veins in the neck, the nervous beads of perspiration on a person's forehead, all may signal that someone is about to attack or flee from an officer.

And always remember that when you smile, you communicate. When you perform a small act of courtesy or friendliness, you communicate. And when you show consideration for the feelings of others, you communicate.

Poor Personal Appearance

First impressions often permanently influence another person's opinion of you, just as they influence your opinion of others. Having this in mind, you should never go on duty without first taking a critical look at yourself in the mirror.

The "lean and clean" officer epitomizes good physical fitness. Personal hygiene, and proper military alignment of the uniform and wearing of the hat, are also important. Such an appearance commands respect. Likewise, clean and well-maintained police cruisers and neat and orderly police facilities contribute to the appearance of competence.

Poor Morale

Morale in a law enforcement agency can be an elusive "sometime" thing. Like the colored liquid in a thermometer, it goes up and down in response to environmental changes. One or two people in a squad who continually look on the dark side of every issue can easily cause an entire group to become disenchanted.

The antidote for poor morale is saying nice things about your department and community to your co-workers and to the public, realizing that all police officers are brothers and sisters, regardless of the style or color of uniform. Petty juris-dictional jealousies between detectives and uniformed officers, sheriffs and state troopers, city police and town police, only detract from the police mission and give the criminal elements an advantage they do not deserve.

Faulty or Mistaken Police Ethics

The ethical police officer soon learns to strike a balance between the rigid, compassionless zealot who would "give his own mother a ticket" and the mooching, self-serving slob who sleeps on duty and "manufactures" probable cause to justify illegal searches. Realizing that you cannot lock up every wrongdoer, you should steer a middle course. Make friends on the beat who can be helpful to you in your work, and show, if not sympathy, at least empathy for everyone with whom you have dealings.

Because police officers are usually physically fit and well-groomed, and because their irregular working hours and stressful working conditions sometimes lead to marital tensions, many promising police careers have been ruined by playing fast and loose with the opposite sex, and by the abuse of alcohol. Remember that what you do, on- or off-duty, is the public's business if it affects either your job performance or the reputation of yourself or your department.

No discussion of police ethics would be complete without mention of the problem of perceived double-standards. Whenever you violate traffic or parking regulations or sit beside the road with the patrol car's engine idling unnecessarily, consuming more of the world's most vital nonrenewable resource (and the taxpayer's money) than necessary, the public has a sense of basic unfairness. If you pass everything on the road, only to pull in at the next fast-food restaurant, or attend to personal errands with an official vehicle, or bunch up with other officers

at a favorite coffee shop, even though you may be exchanging valuable information, you are perceived by the public as wasting time on the public payroll.

Fund-raising by police organizations which involves ticket sales by uniformed officers or the activities of professional fund-raisers who employ so-called "boiler room" operations, usually do more harm than the good that is generated by the activities they support.

Finally, even though your department may have a precise policy on the subject, you must sooner or later confront personally the situation of how you will handle the gifts and favors that are sometimes offered to police officers. When someone offers a half-price meal or free merchandise to you, the reason is because you are an officer, and no other reason. Most state statutes make it a misdemeanor or a felony for a public servant to accept anything of pecuniary value. You may someday be in an adversary position with a one-time benefactor, and find your objectivity compromised.

Strictly from a business approach, if you enter police work at the age of 21 at a salary as low as $20,000 a year, receive 5% salary raises every year, retire after twenty years of service at half pay and experience average longevity, your career and potential retirement are worth over $1.5 million dollars to you and your loved ones! A free meal or a gift from a merchant or a wrecker operator is hardly worth the risk. When some of us fail to deal with ethical questions such as these in a satisfactory manner, the rest of us must suffer a loss of public esteem disproportionate to the number of "bad apples" involved. By developing the ability to step back and see how your actions look to others, and by avoiding the common pitfalls which cause negative perceptions, you can find the proper recipe to make your life much more pleasant as you deal with people from all walks of life.

DISCUSSION TOPIC - CHAPTER 4

The state statutes in one state read as follows:

> Section 640:5 - Gifts or Compensation to Public Servants.
> A person is guilty of a misdemeanor if:
>
> I. Being a public servant he solicits, accepts or agrees to accept any pecuniary benefit from a person who is or is likely to become a subject to or interested in any matter or action pending before or contemplated by himself or the governmental body with which he is affiliated; or he knowingly gives, offers, or promises any pecuniary benefit so prohibited.
> II. Being a public servant, he solicits, accepts or agrees to accept any pecuniary benefit in return for having given a decision, opinion, recommendation, nomination, vote, or otherwise exercise his discretion, or for having violated his duty; or he promises, offers or gives any pecuniary benefit, the acceptance of which would be such violation.
> III. Being a public servant, he solicits, accepts or agrees to accept any pecuniary benefit in return for advice or other assistance in preparing or promoting a bill, contract, claim, or other transaction or proposal as to which he knows that he has or is likely to have an official discretion to exercise, or he gives, offers, or promises any pecuniary benefit, knowing that it is so prohibited.

IV. Any person who is guilty of a misdemeanor shall be fined not more than two thousand dollars or imprisoned for not more than one year, or both.

In the state where this law is on the books, three different police departments have three different policies regarding the acceptance of gifts by their officers. The Pelham Police Department allows its officers to accept nothing at a reduced price, and nothing for free - not even free coffee at a restaurant. The West Thompson Police Department allows its officers to accept meals at a reduced price from a fast food restaurant whose nationwide policy is to give discounts to police officers in uniform, as long as they pay whatever they are given for a tab, and they are forbidden to ask for the discount if it is not offered to them. The Chief of Police in Fox Landing allows his officers to accept free or discount meals, but they must report each such incident on their daily activity sheets. Which policy would you favor?

STUDY QUESTIONS - CHAPTER 4

1. What is the study of kinesics, and what implications does it have for the police officer?
2. What is the difference between "empathy" and "sympathy?"
3. What does the statement, "The ethical officer steers a middle course," mean?
4. How can a police officer be suspicious of people without showing it?
5. What attitude does the professional police officer display toward criticism?

CHAPTER 5

STRESS AND ITS TOLL ON THE PUBLIC AND THE OFFICER

> He who is of a calm and happy nature will hardly feel the pressure of age, but to him who is of an opposite disposition, youth and age are equally a burden.
>
> Plato

The police have been described as the "glue which holds a sick society together." In his books, Future Shock and The Third Wave, Alvin Toffler discussed the mad pace of modern post-industrial life, and the confusion and frustration it engenders in each of us. The specter of nuclear war, loss of faith in our political leaders, the depletion of our vital resources, food shortages, racial and religious turmoil in distant lands, the information explosion, - all disrupt the peace and stability of our own country, infecting each of us with a deep malaise. Pointing out that science and technology are changing our lives and uprooting our traditions, Toffler highlights the accelerative thrust which threatens to leave each of us awash in a sea of stress.

EMOTIONS AND STRESS

There are several basic human emotions which account for stress. They are fear, anger, compassion, and frustration. Accompanying these emotions are certain physiological reactions of the human body to stressful situations. Under stress, our bodies secrete certain hormones into our bloodstreams. Our autonomic nervous systems increase our heartbeat and pulse rates. We breathe in short gasps. We feel a sinking feeling in the pits of our stomachs as our digestive processes turn themselves off.

These reactions were useful to Neanderthals, who were subject to physical attack from wild animals. But modern problems no longer can be addressed successfully by using our strength and our muscles. Neither fight nor flight is appropriate to a struggle which is often waged only with debate and written reports. We see the effects of this stress all around us in the form of strain. Strain is one of the causes which has been linked to the diseases of modern man, such as heart attack, mental illness, hypertension, migraine headache, ulcers, alcoholism, and diabetes; and to such irrational behavior as child abuse, violence, and terrorism.

Police Stressors

Police officers, who must constantly cope with these effects of stress in others, are doubly plagued as they find themselves subject to the same stresses and strains. This stress takes its toll, as the mortality tables show. Police officers have one of the highest mortality rates for males between the ages of twenty-five and fifty-nine, and a relatively high incidence of heart disease, diabetes, stroke, hypertension, lower back problems, ulcers, and depression. An inordinately high number of police marriages end in divorce. The suicide rate reveals that more police officers each year are killed by their own hand than through criminal acts. Yet, when a person gets law enforcement "in their blood," it is like an addiction, and although many officers change departments several times during the course of their careers, few elect to leave the occupation itself.

In Society's Victim: The Policeman, Dr. William H. Kroes, Director of the Los Angeles Institute for Stress Management, pointed out that our jobs are a deciding factor in our health, happiness, and longevity. Negative stressors are the things which make our jobs less than satisfactory. These pressures and stressors are unusually high in police work, but everyone regardless of occupation encounters stress to some degree.

We think of the garbage collector as having a stress-free job, but garbage collectors are subject to the stress of low job status, underutilization of skills, and boring, repetitive work. As a police officer, do you sometimes feel that you have low job status? Have you ever rattled doors in the commercial district at night and felt that your skills were underutilized? Have you cruised the empty streets on the "grave-yard" shift and felt that your work was repetitive and boring?

We regard the airline pilot and the air traffic controller as having jobs with high stress. We know the pilot suffers from "jet lag." Both the pilot and the air traffic controller are subject to changing shift routines, overload, and extreme responsibility for the lives of many people. The police officer, and also the police communications worker, share some of these same stressors. Like all humans, an officer's body is accustomed to operating on a rhythm based on a twenty-four-hour cycle. A police officer has difficulty adjusting to frequent changes in mealtimes, finds it difficult to arrange family social schedules, and there are few places where an officer can go to "unwind" after getting off duty during the early morning hours. As society's mores change and laws and court decisions struggle to catch up, or as a small platoon attempts to handle a busy shift in a high-crime district, job overload becomes a factor.

The police officer shares with the more mundane occupations of sales clerk, receptionist and a host of other workers, the need to get along with people, and to show respect and civility to someone who is often unreasonable and demanding. Police officers also share stressors with other emergency service personnel, such as firefighters and ambulance attendants. However, the latter usually work and live as a group and face their stressors together. The isolation of a police officer who cruises the darkened streets in a single-officer patrol unit or walks a foot beat, adds to this stress. The officer who is transferred to a new assignment suddenly is working in an alien environment, in a new area of the city or state with different co-workers and new supervisors. The officer will be interacting with different lawyers, judges, and civic leaders, who hold different values and opinions from those the officer dealt with in the previous assignment.

Law enforcement personnel sometimes feel they have been given a task too difficult for anyone to perform. They face conflicting expectations of relief supervisors with differing priorities, and differing value sets of friends, families, judges, attorneys, businessmen, the press, fellow officers, political leaders, liberals, conservatives, and others with whom they must interact on a daily basis. Officers are obliged to enforce laws they did not write and may not agree with, including parking violations, "blue laws," and victimless crimes.

Since past selection processes have practically guaranteed hiring recruits who hold majority cultural values, many older officers find it difficult to adapt to demands for racial quotas, female rights, gay rights, forced bussing, and the decriminalization of marijuana and public drunkenness. Negative experiences abound as the police interact with the courts. Court rulings sometimes free vicious criminals on technicalities. Lenient sentencing and parole laws repeatedly turn recidivists back on the streets. Judges sometimes permit attorneys to badger and abuse officers on the stand. They seem to lack consideration of an officer's schedule when assigning cases for trial.

Periods of inactivity intersperse with sudden line-of-duty crises such as domestic dispute intervention, felonies in progress, physical custody arrests, high-speed vehicle pursuits, mental cases, and "shoot-don't shoot" situations which can arise when least expected, or at times when the officer's physical or mental functioning is at a low ebb. In their personal lives, officers often find themselves annoyed in public, as they take their meals and coffee breaks at restaurants and are approached by persons who have been drinking or have neurotic fantasies. Officers are badgered at cocktail parties when people learn of their occupation. Their children may be teased in school because of the parent's employment. Sometimes the officer's property or vehicle is vandalized, or the officer is subjected to harassing phone calls or receives verbal abuse from demonstrators or pickets.

There are additional, unique pressures and stressors facing small-town police officers, including long periods of time "subject to call" before and after they go on duty, frequent political interference from often inept town councils or selectmen, lack of promotional opportunities due to the size of the department, and constant interaction both on and off the job with every troublemaker in the community.

State troopers and members of any organization with a large number of employees have a different, but equally annoying set of problems. They feel hemmed in by what they view as bureaucratic rules and red tape. They feel a lack of voice in decisions and promotional policies, lack of backing when they make difficult choices involving the use of force, a long chain of command which impedes communication between the workers and top management, and an authoritarian and militaristic climate where they are required to show respect they may not feel for everyone higher on the "pecking order" than themselves.

Those fortunate enough to be promoted to command positions are soon disappointed if they expect the stress to be reduced. They find their typical work day increased by several hours, as everyone demands to see the "person in charge." Public speaking engagements, news interviews, appearances before the political leadership, and the necessity to discipline persons who formerly were their peers, and to implement policies they have not necessarily had any voice in formulating, confound the newly-promoted officer. He or she is frequently given no training in management or supervision to aid in these new duties.

EFFECTS OF STRESS ON POLICE OFFICERS

These combined stresses and strains often lead to personality changes which affect job performance. Activity goes down in many cases, as personal problems keep an officer from concentrating on the job.

Officers undergoing the effects of stress sometimes have a tendency to treat suspects and arrestees with unnecessary roughness. An officer's susceptibility to excessive drinking or illicit sexual affairs increases. He or she becomes unable to communicate with family and friends, and tries to drown these problems in alcohol or with romantic interludes. The "John Wayne Syndrome" sets in, as officers feel that showing any emotion or admitting a mistake is a sign of weakness. They begin to feel "badge heavy," swaggering and putting on a display of talking tough.

At home, these hardened emotions make an officer less sensitive to the family, failing to understand the family's plight in being unable to plan social events, and the hours the other

spouse spends at home worrying about the officer's safety. Keeping their job pressures locked up inside them, too many police officers withdraw from friendships with anyone who is not in law enforcement.

The final result is the psychological phenomenon known as "burn-out." Burn-out also affects psychologists, social workers, and correctional officers. A person so affected displays a bitter, calloused attitude, and feels their own sensitivity toward others being destroyed from within.

How to Handle Stress

Police departments have acknowledged that they must assist their officers in coming to grips with these problems, and many have employee assistance programs. Lacking such a program in your own agency, you can utilize your own awareness of symptoms and causes of stress to put into practice the four major methods of stress-reduction:

1. Eliminate the Stressor

This can be accomplished by taking additional training in how to handle unfamiliar situations. Stress research has shown that officers display higher levels of stress while responding to unusual or unfamiliar calls than in handling sometimes more dangerous, but common assignments. Officers might be in more danger responding to a disturbance call from a residence where they have handled similar situations in the past than in responding to a complicated situation involving a dispute between two city officials, but the latter call will engender higher levels of stress.

The most effective training in handling non-routine calls is role-playing. Such techniques are particularly useful in training an officer to handle family crisis interventions or to take custody of mentally-ill persons. Other police officers, and even high school or college drama students, will sometimes assume the roles of the persons involved in a hypothetical incident. Trainee officers are given the opportunity to practice their skills in a simulated situation as close to the "real thing" as possible. When they are faced with such a situation in real life, they remember from their training which approach worked best, and the pitfalls to watch out for.

It is also important to insist that communications employees provide detailed information to officers responding to calls. Dispatcher training should involve role-playing situations in which trainees are required to obtain information from hysterical or excited callers. Supervisors should monitor calls going out to the patrol units, and take appropriate action when they overhear vague messages such as "See the man, 1201 West Street, third floor, Apartment 2-B." The responding officer has no idea whether the man at 1201 West Street wants to report a week-old theft, or if his son has gone berserk and will meet the first officer through the door with a shotgun. A maximum of detail when dispatched enables an officer to think the situation through on the way to the scene, and plan how to handle the situation upon arrival.

Supervisors and fellow officers should take the time to "debrief" officers who have concluded a particularly stressful encounter. When officers have used force, let a prisoner escape, or viewed death or serious injury at first hand, it is important that they talk with someone who understands what they have just gone through. This enables them to "wind down" their jangled nerves and sort out their emotions. The Armed Forces have used these techniques successfully to combat battle fatigue. When the American hostages were finally released from their long captivity, they

were required by our State Department to participate in a mandatory stopover at a military hospital in Wiesbaden, Germany, for a debriefing session with psychologists.

Officers can practice "vicarious patrol." By engaging in mental exercises as they travel their beats, they place themselves in hypothetical situations to determine the best way of handling them. If you are an officer passing by a branch bank, for example, say to yourself, "What action would I take right now if I received a radio dispatch that this bank was being robbed? What departmental policies and procedures would govern my action? Should I enter the bank, or wait outside for the robbers to emerge? What backup units would likely be sent to my aid? Where would a getaway car be parked? What escape route might the robbers follow? What precautions could I use to avoid injury to fellow officers, bank employees, and spectators?" Having thought such a situation through a dozen times hypothetically, you have developed your thought process. You are now prepared to provide speedy, preplanned action with increased confidence, having "faced" the situation before.

Police administrators, too, can do a great deal to reduce their officers' feelings of alienation merely by being more open to suggestions from the ranks, and by making sure communications flow as easily up the chain of command as down. Career paths should be developed for employees. The military rank orientation of most police departments, and the limited number of promotions available, leaves many officers feeling they have not made a success of their lives if they have not been promoted. Opportunities should be offered to develop special knowledge or skills that will add to the officer's personal sense of worth. Transfers to different assignments should occur periodically to avoid going "stale" in a particular assignment, such as juvenile, where it is easy to become discouraged.

Anyone feels better if they can occasionally receive praise for a job well-done, or at least know whether their supervisors are satisfied with the way they do their job. A formal, periodic personnel evaluation system, if properly designed and implemented, will provide regular feedback regarding job performance.
Promotion systems must not only be structured to be as fair as possible, but must be perceived as fair by the officers themselves. Officers who are passed over for promotions should be counseled so they will know where their deficiencies lie, and what they must do to improve their skills by the time the next round of promotions comes up.

2. Adapt to the Stress

By increasing your stress awareness and your insight into yourself and others, you can help your body adapt to stress and live with it. Diet and exercise are the two most vital factors, since physically fit persons are better able to withstand high levels of stress.

Police officers typically begin the job with a high level of physical fitness, but changing shift routines and long hours make it difficult to exercise regularly. The sedentary routine, which extends to taking meals seated in a police cruiser, packs on the pounds within a few short years. Whether the department has an ongoing physical fitness program or not, you should attempt to follow a diet which provides nutritious meals, a caloric intake which will maintain an ideal weight and avoid obesity, and exercise vigorously 20 minutes a day, at least three times a week.

Physical fitness programs can be personalized to your interests, age, and physical abilities. Weightlifting, golf, basketball, tennis, or any form of healthful activity will benefit you. It is

important that such programs be supplemented with either jogging, bicycling, swimming, or long, fast walks to develop cardiovascular fitness. At least 20 minutes a day of cardiovascular fitness activity is needed to maintain an acceptable level of heart and lung condition.

Developing hobbies and outside interests is another means by which you can defeat the effects of stress. Such activities help develop a positive mental attitude. It is particularly unhealthy to travel only in police circles. You should attempt to develop friendships and associations with a cross-section of the community. Having a variety of outside interests, making friends outside police work, and taking advantage of frequent training opportunities, all make you less likely to experience burn-out.

3. Solidify Family Relationships

To the married officer, the family is an important source of support. If you can learn to overcome the secrecy which inhibits police officers from discussing their work with their family, you will find that your family is interested in learning about your work, and a good "sounding-board" when something is bothering you.

Your home should be a quiet retreat, where you and your family can pursue hobbies and interests, whether they be jogging, target-shooting or woodworking. By including your family in these leisure-time activities, you build an atmosphere of mutual trust.

If you worry about the safety of your family while you are at work, acquire a watchdog as a pet. Obtain an unlisted phone and an alarm system to add to your peace of mind when you are not at home.

4. Seek Outside Help

Sometimes, your problems may become too much to cope with, even with the support of family and friends. Some officers consider it a sign of weakness that they, who devote their lives to helping others, cannot cope with some problem of their own. They are too often afraid or ashamed to seek help. The social service and mental health agencies in your community are staffed with competent, discreet professionals. For the sake of yourself, your loved ones, and the community of which you are such a vital part, you should not hesitate to seek professional help when you need it. As a professional seeking to minimize the effects of stress on yourself and others, you owe it to yourself to be aware of what stress is, and how it can be reduced or eliminated.

DISCUSSION TOPIC - CHAPTER 5

Jeff Simond has been a police officer in Elm City for fifteen years, and is something of a legend on the force. He has accumulated a dozen awards for heroism and for good arrests over the years, and he is respected by his peers.

The problem is that within the past year, Jeff has become a closet alcoholic. Lately, he has taken to having a few drinks before reporting for duty, or even sneaking a drink during his shift.

Tom Rinden, who has been on the force for eighteen months, recently was assigned to work with Jeff. Every day at the beginning of his shift, he can smell the odor of an alcoholic beverage on

his partner. He brought the subject up with Jeff, who went into a fit of anger and told him that no ____ ____ rookie was going to preach to him!

Tom thought about reporting Jeff's problem to the Sergeant, but he felt sorry for Jeff, and besides, the fellows would never forgive him if he got "good old Jeff" in trouble with the brass. What should Tom have done?

STUDY QUESTIONS - CHAPTER 5

1. What stressors does police work share with other occupations: and what stressors are unique to police work?
2. What stressors are typical of small-town departments? Large organizations? Supervisory and administrative positions?
3. What is "vicarious patrol?"
4. What are the four recommended ways to minimize the effects of stress?
5. What are "burn-out" and the "John Wayne Syndrome?"

CHAPTER 6

INTERACTING WITH VICTIMS, COMPLAINANTS AND WITNESSES

> Count that day lost whose low, descending sun, views from thy hand no worthy action done. Anonymous

A responding officer's desire and ability to reassure victims in a crisis situation and to help return their lives to normal, can be as important to the police mission as diligence in following through on the later phases of the case.

THE TELEPHONE COMPLAINT OPERATOR

The police telephone operator is often the first contact between the citizen and the police. He or she can affect the later attitude of citizens toward the patrol officers they must interact with. The dialogue between the caller and the telephone operator can affect: (1) the citizen's expectation of police response, (2) the quality of information received and relayed to the responding units, (3) the behavior of the responding officers, and (4) the priority assigned to the call. Sometimes, the complaint operator even handles the entire contact with the citizen, without dispatching a police unit.

A study by Scott and Percy, at the Workshop on Political Theory and Police Analysis of Indiana University, involved observing and rating complaint operators assigned to all three shifts at twenty-four police departments in three metropolitan areas. Of 26,000 calls for service received during the study, 24% of the calls were handled directly by the operator taking or giving information. In 49% of the cases, a patrol unit was dispatched. A referral was made in 19% of the cases, and in 9% of the calls, the complaint operator determined that the police could not or would not take action.

Scott and Percy found that complaint operators were often terse or abrupt with callers, seldom giving the caller an idea of what to expect when the officer arrived. Experiments conducted in Kansas City by the Police Foundation indicate that the public is better satisfied with police response, and will even tolerate delayed response to some calls, if they are told when to expect the officer.

Although callers in the Scott and Percy study were frequently told that the police could not handle the call, they were seldom told why. Operators often failed to thank callers for reporting incidents or volunteering information. Operators sometimes failed to recognize that what was routine or trivial to them, was very important to the caller. In some police departments, callers are placed on "hold" for protracted periods of time, or transferred from one bureau to another several times because an operator did not listen long enough to appropriately route the call.

Complaint operators are frequently non-sworn personnel, or patrol officers who have been assigned to communications for disciplinary reasons, or because of injury or an inability to perform duties in the field. There is a dire need to train personnel who work communications in the proper techniques, and to provide them with readily-accessible sources of information on referral agencies and other community services. Supervisors should periodically monitor calls

and rate the job performance of telephone operators. It is recommended that complaint operators always be required to identify themselves when taking calls, so the public will have the opportunity to protest poor treatment. All complaints concerning telephone service should be reviewed by a commanding officer.

VICTIM-INITIATED INTERVENTION

In going about your daily duties, you have two types of opportunity as an officer to intervene and aid the public. There are situations where the officer initiates the helping action, and situations where the victim initiates the call for assistance.

In responding to victim-initiated calls, you must realize that victims may have been hesitant to call the police. Since it may be the only time the complainants have ever availed themselves of police services, their future impression of the police department may depend on how well this call is handled.

As important as the telephone complaint operator is to the process of the victim-initiated intervention, it is the responding patrol officer who has the greatest impact on the complainants, victims, and witnesses. Dr. Robert T. Flint, Associate Professor of the Department of Psychology at the University of Minnesota, in the Motorola Teleprograms publication, The Role of Victims, points out that persons are victims not only when they have been victimized in the normal sense, but also whenever they are frightened, confused, or unable to cope, even if this is due to their own fault.

Victims are very vulnerable, as all their plans go astray and they find themselves in a state of psychological trauma. Common victim emotions include (1) fear, (2) helplessness and confusion, (3) dread of a reoccurrence, (4) lack of knowledge of how to protect oneself, and (5) guilt, or a feeling of being somehow responsible for what has happened. Since the police are culturally perceived in a punitive or blaming role, police presence can even be threatening to victims and delay their psychological recovery.

Dr. Flint points out that victims go through four stages as they recover. The first is denial. Involuntary psychological defense mechanisms cause a person to refuse to face facts or to make a realistic appraisal of their situation. The next phase is blaming. Victims shift blame to others, omit items from their story which they think might cause people to feel they had any responsibility for their own plight, and even sometimes shift blame for what happened to the police. Then follows anger, at themselves or others. The police should be tolerant if this anger is inappropriately directed at them, and avoid becoming defensive or arguing with the victim. The final stage is resolution and reintegration. This is a period when victims need help to face the facts, to redirect blame to the perpetrator, and to regain a feeling of self-respect and of control over their environment.

An officer should first determine victims' emotional state, reassuring them of their immediate safety and of continued protection. Make it clear that the victim is not being blamed for the situation. Be patient and understanding, and give the victim time to calm down. Explain police terms and procedures in everyday language. Treat each victim with courtesy and respect. Terminate each contact by giving crime prevention advice, to help victims protect their person or property in the future.

When handling a complaint, be aware of effective verbal and nonverbal techniques for communicating with victims. Keep eye contact to show support and encouragement, rather than looking only at your notebook. Lean toward the victim, to show your interest. When small children are involved, drop to one knee to avoid looming threateningly over them. Watch the victim for cues as to appropriate personal distance. Move in closer or back away accordingly. Use a soft, low tone of voice, and speak slowly to calm people down. Ask victims to clarify when you do not understand what they are saying. It is helpful to summarize what you think they said, and give them an opportunity to correct you in case you misunderstood. Allow periods of silence without feeling you must move rapidly on to the next question. Do not hesitate to share your personal feelings by telling the victim you are sorry for what happened. It is particularly important when dealing with victims of sex offenses to permit them to take their time and tell their story in their own words. Rape victims undergo such serious trauma that the handling of this type of complaint is dealt with separately in Chapter 8. Using the previously outlined techniques will not only make victims feel more at ease, but will often result in acquiring more detailed information to enable you to identify, locate, and prosecute the perpetrator.

OFFICER-INITIATED INTERVENTIONS

The most obvious officer-initiated intervention is when the police interrupt a crime in progress. However, many other opportunities present themselves in the course of a daily patrol shift. An alertness and willingness to help is not lost on the general public. Both the person who is assisted and others who see you going to the rescue develop a new sense of the value to the community of a well-staffed patrol function. Many of these situations give you an opportunity for non-punitive contact with the public. The more often the police and citizens encounter one another in non-punitive settings, the better degree of rapport develops between the two groups.

As an officer, you should never pass up the opportunity to aid a motorist or pedestrian along the highway. Sometimes, the life of an elderly or confused person, or a lost child who is wandering aimlessly, can be saved by prompt and skillful police intervention.

THE ARRESTING OFFICER

When you make arrests, you should realize that the arrested person and any family members who are present at the time are emotionally vulnerable. Small children, particularly, undergo serious emotional trauma when the police are called to the home to make an arrest.

When arresting a person in the home, your safety, as always, is of paramount importance. The average residence, especially the kitchen, is full of potential weapons. The persons who live there have the advantage over you, because they know where all these dangerous items are kept. You should muster sufficient assistance so that all family members can be closely observed during the arrest, and so that persons can be kept away from any potential weapons, and subdued with the minimum necessary force if resistance occurs.

Expect anyone you arrest to display a certain amount of anger and resentment. They may even feel they have to "put on a show," or display a certain amount of bravado to avoid a loss of face with their loved ones. This is a normal human reaction. An officer who is tolerant of a certain amount of such behavior and responds in a calm manner, will usually find that the person will become more cooperative as soon as they realize the officer will not be baited. An explanation

of the necessary police procedures and bail requirements, and a reassurance to the family members that the arrested person will not be mistreated, will be remembered and appreciated once the crisis is over. The feeling of fair treatment may also have a positive transfer effect that will assist investigators who have to interrogate arrested persons, or other officers who may arrest them at some future date.

It is especially demeaning to a person to be arrested at their place of employment. Whenever possible, try to avoid arresting someone at work. If this cannot be avoided, have the company's personnel officer or a supervisor call the person to a private office where you can make the arrest unobserved by the suspect's fellow employees. Allow the suspect to conceal handcuffs under a jacket while walking to the cruiser. Protect yourself with a good search and proper use of restraining devices, but make every effort to treat your prisoner as you would want someone to treat you under the same circumstances. Empathetic treatment of victims, complainants, witnesses, and even suspects, not only serves these people better, but increases a police department's overall effectiveness and efficiency as well.

DISCUSSION TOPIC - CHAPTER 6

Muriel Snow, twenty-one, was hitchhiking back to the college campus one afternoon when she was picked up by a young man who, on the way toward the campus, suddenly drove down a side road, Arbutus Lane, pulled a knife on Muriel and forced her to perform a variety of unnatural sexual acts on him, then raped her and threw her out of the car and drove off.

Muriel, badly shaken, made her way back to the campus and was too frightened and confused to do anything until her roommate, Jan Roberts, came home several hours later and insisted that she contact the police.

Jan drove Muriel to Precinct Number 4 of the Gate City Police Department, where she told her story to the male officer at the complaint desk. He decided her complaint should be handled by the detective bureau, and sent her downtown where she gave a detailed interview to Detective Bannon, and she and Jan took two Gate City detectives to the scene of the rape, whereupon the detectives discovered that Arbutus Lane was really out of their jurisdiction, since that area was patrolled by the Chester County Sheriffs Office. They told Muriel they could not help her, and suggested she make her complaint to the Sheriff.

Jan drove Muriel to the County Courthouse where she told her story to the Deputy Sheriff on duty at the desk. He decided that this was a case for the investigators, so he sent her to the Sex Crimes Unit on the third floor. As Jan and Muriel entered, a detective seated at a desk looked up from behind a magazine he was reading and said, "Yeah, can I help you, ladies?" Muriel and Jan noticed that the magazine he was reading was Hustler, and it was turned to the centerfold. What impact will this experience have on Muriel?

STUDY QUESTIONS - CHAPTER 6

1. What four factors in handling calls for service are affected by a police telephone operator?
2. Give examples of officer-initiated situations where an officer can render service to the public.
3. Name five emotions common to the victims of a crime.
4. Name the four stages of recovery which a victim must go through.
5. What is the recommended police approach to dealing with victims?

CHAPTER 7

DEFUSING VIOLENT SITUATIONS

> More people are flattered into virtue than bullied out of vice.
>
> Robert Smith Surtees

"What are you teaching police recruits about avoiding or preventing unnecessary violence?" The author was asked this question by a district court judge. This jurist, respected by the police for his common sense and his support of law and order, related a growing number of instances where persons were charged with assaulting police officers or resisting arrest. The testimony in these cases led him to believe many incidents could have been avoided if the police had handled them differently.

There is some evidence that people's attitudes have changed, and that an increase in violence between police and citizens may be inevitable. Prior to the 1960s, in the rural areas of the nation and in city neighborhoods populated by descendants of European immigrants, people were socialized from childhood to show deference to the police. Elderly immigrants told of cities of 10,000 persons in the "old country" with one full-time police officer. He disciplined citizens with a crack across the rump from his night-stick. In the closely-knit atmosphere of small neighborhoods, the cop on the beat developed intimate relationships with the people. When he disciplined a youngster, he had the support and encouragement of that youngster's parents.

As the United States grew and matured, the pace of life quickened. The eastern megalopolis spread. Some rural and suburban areas were transformed overnight into major population centers. Third-generation children of immigrant forebears abandoned the old-country ways. Jewish, Irish and Italian families who had prospered moved to the suburbs. Negro, Asian and Hispanic ethnic groups took over the inner cities, still policed by white officers. These officers now lived in the suburbs and viewed the city, not from on foot, but from the front seat of a police cruiser. The "neighborhood cop" image was gone, and when a person called the police, he or she usually did not know the officer who responded.

America's long-standing "Wild West" tradition of violence and action has been brought into our living rooms through television crime shows. The stress of the cold war led to a United States role as "world policeman." We became involved in controversial interventions in the internal affairs of other nations. Clamor for civil rights led to civil disobedience, forced busing, and ghetto riots. A series of press disclosures, culminating in Watergate and Iran Contra, led us to lose faith in our political leaders. All of the turmoil and upheaval was brought into our living rooms by TV newscasts each evening. It became a regular occurrence to see someone defying a police officer, or to see a police officer using force to subdue an unruly citizen, culminating in the Rodney King case in Los Angeles. Children watching crime shows came to believe that nobody ever got hurt in a high-speed chase or a fist-fight. Bumper stickers reading "Question Authority" became fashionable. A subculture of deviant youths with long hair, bizarre dress, and drug paraphernalia found themselves in conflict with police officers holding more traditional cultural values.

Rulings by the United States Supreme Court and a host of lower tribunals, enunciated a panoply of expanded rights for the citizen. Government-funded free legal aid was made available to the

indigent. This group included most petty criminals, since they seldom had visible means of support. New legislation made it easier to sue the police for misconduct. Some attorneys encouraged such suits, even if there was little basis for them. If their clients did not collect, there was still a good chance the attorney's fees would be paid.

As public attitudes changed, courts came to regard assaults on police officers less seriously. For a small fine in some jurisdictions, one could "take a poke" at the officer they disliked, and be relatively sure the officer would respond with the minimum force necessary, for fear of the civil consequences if the officer over-reacted. Against this background, it is small wonder that today's police officers find their authority more frequently challenged, and that actual physical resistance is more common. It behooves us as police officers not only to become physically fit and skilled in the martial arts to overcome resistance with a minimum amount of force, but also to become skilled in the techniques of "confrontation management" to avoid or reduce violent behavior. We must learn methods for defusing violent situations, to reduce violence between ourselves and the people we serve, and to reduce the hazards to our own safety.

COMMAND PRESENCE

A good police officer, like a good actor, develops a "stage presence." You learn to adapt your behavior to each situation you face. An angry construction worker responds to a different approach than an angry teenager. While taking every precaution to protect yourself, you learn to display a nonchalant attitude when the situation calls for it. You mask any fear or anger you may be feeling when it will best serve your purpose. You develop a "sixth sense" which tells you when a take-charge attitude and commanding tone of voice are required, or when a calm, quiet and unhurried manner will be more effective. By reading signs of fear, nervousness or anger in the person you are dealing with, you can affect that person's stress level and increase it or decrease it by changing your distance from the subject, your tone of voice, or what you say. Once you determine which approach elicits the most favorable response, you can use these tactics to bring the situation under control. Using verbal threats to underscore your instructions will only add fuel to the fire. What you want to accomplish is a de-escalation of force. If your tone of voice indicates that you are sincere and mean business, it is seldom necessary to threaten.

As a police officer, you are in natural control of most situations, because as a last resort you have the legal right to use force to overcome resistance, and people realize this. Whereas private citizens can use force only in self-defense, and school teachers, correctional officers and hospital attendants can use limited force only against their special clientele, you have been entrusted by society with the authority to kill fleeing violent felons and to use reasonable physical force as a means of overcoming resistance and maintaining order.

Although the actual use of physical force is rare in comparison to the number of persons you contact during a tour of duty, you frequently use various means of coercion, backed up with the knowledge that you can add force to your repertoire if all other means fail. When you take a senile person out of their home against their will, quiet down a noisy party, or force an unwelcome guest to leave someone's home, you are making use of your presumed authority and capacity to use force in order to provide a "quick fix" to a social problem. The mystique surrounding your badge, gun, and uniform, more often than not, are sufficient to bring about peaceful compliance.

From a community relations standpoint, this traditional reliance on force and coercion often causes you to view every complaint from a legalistic viewpoint. You are looking for the elements of a criminal offense. If they are not present, you may feel that there is no other possible solution to the problem. Hence, the well-known dismissal of a situation as a "civil matter" beyond police control. This legalistic outlook also sometimes leads to taking people into custody and later dropping the charges, after the immediate problem has been alleviated by the "quick fix" of arrest.

Because the law tends to express things in black and white, some police officers have trouble thinking in shades of gray. They think of themselves primarily as crime-fighters, and look with scorn at their noncriminal or service-oriented duties. Yet, as little as 10% of their work consists of traditional "crime-fighting" duties. If a police department is to perform its crime-fighting activities effectively, it needs to earn the cooperation and confidence of the public, based on the manner in which it performs the other 90% of its activities.

For this reason, we need to develop more innovative solutions to the everyday problems of people, and not look at everything from a quasi-legal viewpoint. We need to develop a working relationship with the various governmental and private agencies in the area, and muster resources in the community to which persons can be referred when they have a problem which is beyond our authority or capacity to handle. Referrals are most effective when they are accompanied by a formal system of follow-through, to make sure the citizen received satisfaction from the agency to which they were referred. By monitoring the success or failure of referrals, agencies with a poor "track record" can be eliminated from the referral list. The department can then concentrate on developing a close liaison with only those community resources which are the most effective at resolving the situations which we most typically encounter.

DOMESTIC DISPUTES

Among the most stressful and dangerous situations you will face as a police officer are domestic violence calls. Whenever possible, wait for a backup unit before going in, and be alert to the possibility of an ambush attack.

Years ago, the police tried to avoid making arrests in domestic disputes. Later, states and Canadian provinces enacted tough spouse-abuse laws. The laws expanded the authority of police officers to make arrests without a warrant in such situations. They enabled abused family members to obtain protective orders against their abuser more easily. Police departments scrapped their old procedures for handling domestic abuse calls, and developed new ones consistent with these spouse abuse laws. Advocates of stronger laws pointed out that many times, violent individuals terrorized family members for years. In some cases, victims were afraid to press charges. In other instances, police officers and judges, urged by the family not to treat such complaints seriously, discouraged abused persons from prosecuting.

A Police Foundation study dealing with the effectiveness of women in patrol functions indicated that female officers were better able to defuse some violent confrontations than their male counterparts. A Minneapolis study indicated that a pro-arrest policy reduced repeat instances of domestic abuse. More recently, an attempt to replicate this study indicated that these results may only hold true if the abusive spouse is gainfully employed at the time.

In some cities, police departments have organized Family Crisis Intervention Units. They are dispatched on all domestic disturbance calls. Officers in the FCIU are given training by psychologists in the techniques of dispute resolution, and are regarded as paraprofessionals in the field of mental health. Contacts are developed with community agencies, and methods devised for following up to see if a referral was successful. Statistics indicate that the rate of return calls to the same household are reduced where the FCIU handles the call.

Units like the FCIU developed their own techniques, which any officer handling a domestic dispute can utilize:

1. When you arrive on the scene, try to separate the disputants to avoid further violence.
2. Remember that children are especially vulnerable in situations like these. Make every effort to allay their fears.
3. Keep yourself between the disputants and anything they could use as a weapon.
4. Allow everyone involved to explain the problem, one at a time.
5. If the disputants continue to argue, have your partner take one of them out of earshot of the other. Give each person a chance to discuss the matter at length, but keep your partner in view at all times, for safety reasons.
6. Look for signs of how each person contributed to the argument, so you will have a better idea of ways to resolve it.
7. Ask plenty of questions in order get all the details, and so you appear to be a good listener. Responding to questions can help calm a person down.
8. Find out the history which led up to the present situation.
9. Bring the parties back together and summarize what you have learned.
10. Invite each party to give their reaction to the other's story.
11. Ask each participant what they can do to resolve the situation.
12. If the solutions they offer are impractical, suggest your own, or refer them to a social service agency.
13. Do not be trapped into responding to an angry retort in order to save your own pride, or give in to an irrational demand that you arrest someone. Keep the situation as calm as possible.
14. Make the parties feel that you are interested and have a sincere desire to help.
15. If an arrest is in order or mandated by law, do not hesitate to make one. If having one of the parties leaving overnight will solve the problem, suggest this alternative. But never try to discourage an abused family member from seeking relief through the criminal process.

MENTAL PATIENTS

Backup assistance is a "must" for handling mental cases. The most effective technique is usually to take your time, display an understanding attitude, and give the patient a chance to calm down.

It is important to have enough help to deal with the situation. Mentally disturbed persons sometimes have physical strength greatly in excess of ordinary persons their size. They may be relatively insensitive to pain-inducing police restraining holds. They must be overpowered through sheer force of numbers, to be taken into custody without serious injury to themselves or the officers. If you know that a trip to a mental institution will be necessary, an ambulance may be preferable to a squad car. It provides better opportunities to restrain the patient, and leaves

the family less concerned about what the neighbors will think, if their loved one leaves on a stretcher instead of being led or carried under restraint to a squad car.

Tips for handling a mental patient include the following:

1. Find out the person's first name, and use it frequently in the conversation, to establish an informal atmosphere.
2. Do everything slowly and casually, and talk calmly to the person. Stay between the person and anything they could use for a weapon. Watch their hands.
3. Try to get the person to sit, if possible.
4. Find out what is causing them to be upset.
5. Search for topics of common interest which do not upset a patient; sports, TV shows, etc. Use these topics to help calm them down.
6. Never threaten, intimidate, or lie to a disturbed person. If they are being taken to a hospital, do not deceive them into thinking they are going somewhere else. They may only be under treatment for a short time and be released, and you or another officer will find yourself dealing with them again. Such dealings will be easier if the person can trust you.
7. Be a good listener. Let the person know you care about them as an individual. Try to persuade them to accept your help.
8. If force becomes necessary, gradually maneuver a patient into a position where they can be overpowered. Pinning a person's arms, wrapping them in a blanket, or using a stretcher is preferable to attempting restraining holds on a person who is in such a frenzied state. If handcuffs are used, double-lock them and use them in conjunction with a belt, to minimize chances of the person being injured.

STREET ENCOUNTERS

When arresting a person on the street or breaking up a disturbance in a public place, the person should be placed under control and frisked as quickly as possible, then removed from the scene to prevent a crowd from gathering and attempting a rescue. The presence of spectators will frequently encourage an arrestee to "put on a show." Field sobriety tests and identification procedures can be conducted away from the scene if there are too many bystanders. You should never let a suspect goad you into losing your temper. If your behavior is perceived as unreasonable and unprofessional, bystanders are less likely to be on your side.

In all a police officer's encounters, the old adage of "an iron fist in a velvet glove" is the best approach. As important as it is for you to attain a high level of physical fitness and the ability to use various weapons, the fact remains that the best arrests are usually accomplished simply through the art of good conversation. If you can communicate well with others, display tact, patience, and fairness as well as firmness, and show empathy toward the people you arrest, you are frequently able to talk them out of violent behavior. This leads to smoother, more professional arrests. It increases the likelihood you will obtain cooperation or even a confession from the suspect. It reduces the chances of a police brutality accusation or a lawsuit, and increases the possibility of convicting the defendant in court.

When the offender is released back into society, it is likely that you or some fellow officer will have to deal with the same individual again. If you and your department have a reputation for fair and humane treatment, such future contacts will go much more smoothly.

The effective officer takes charge of each situation with a quiet air of authority, does not feel the necessity of responding in kind to insulting remarks, and prefers making requests to issuing orders. Such an officer exhibits a calm demeanor, uses no more force than is necessary, keeps a close eye on the person he or she is dealing with, and takes all the necessary steps for self-protection and to prevent escapes. The officer avoids showing prejudice or taking sides in a dispute, and exhibits a willingness to listen to any explanation a person cares to offer. This avoids turning a professional confrontation into a clash of personalities, and minimizes hostility on both sides.

DISCUSSION TOPIC - CHAPTER 7

One state has passed a spouse abuse law which reads as follows:

Section 173:1 - Definitions

As used in this chapter:

I. "Abuse" means the occurrence of one or more of the following acts between family and household members:
   (a) attempting to cause or purposely or recklessly causing bodily injury or serious bodily injury with or without a deadly weapon;
   (b) purposely placing or attempting to place another in fear of imminent bodily injury by either physical menace or by threats to commit a crime against the person of another;
   (c) attempting to or engaging in sexual penetration with another without the requisite element of consent.

II. "Family or household member" means spouses, ex-spouses, persons cohabiting with each other, persons who cohabited with each other for more than one year but who no longer share the same residence, and parents or other persons related by consanguinity or affinity other than minor children who reside with the defendant.

173:2 Proceedings for Relief

Any person may seek relief from abuse by filing a petition in the county or district where the plaintiff resides alleging abuse by the defendant. Notice of the action shall be given to the defendant. No filing fee shall be charged for such a petition, and the plaintiff may proceed without legal counsel. Any proceeding under this chapter shall not preclude any other available civil or criminal remedies. The court shall hold a hearing within 30 days of the filing of a petition under this section.

173:3 Orders

I. Upon a showing of abuse of the plaintiff by a preponderance of the evidence, the court shall grant such relief as is necessary to bring about a cessation of abuse, including protective orders directing the defendant to refrain from abusing or interfering in any way with the person or liberty of the plaintiff, or enjoining the defendant from entering the premises where the plaintiff resides unless the defendant exclusively owns or leases and

pays for the premises and has no legal duty to support the plaintiff. Other relief may include granting to the plaintiff the exclusive right to use and possession of the household furniture and furnishings, awarding temporary custody of minor children to either party or to the Division of Welfare, establishing temporary visitation rights with regard to minor children, recommending that the defendant attend counseling or such other treatment as the court may deem appropriate, or ordering the defendant to pay financial support to the plaintiff or minor children, recommending that the defendant pay monetary compensation to the abused person or the costs of any medical or dental treatment made necessary because of abuse. Any order issued hereunder shall be for a fixed period not to exceed one year, and shall supersede all prior court orders. Both parties shall be issued written copies of any orders issued by the court, and all orders shall bear the following language: "A willful violation of this order is contempt of court and may result in imprisonment."

173:4 Violation of Protective Orders

Upon notice from any person alleging that the defendant has violated any protective order issued hereunder, the court shall issue a summons requiring the defendant to appear and show cause within 14 days why he should not be found in contempt of court.

173:5 Protection by Police Officers

Whenever any police officer has reason to believe that a family or household member has been abused, that officer may use all means within reason to prevent further abuse. Whenever any peace officer has reason to believe that a family or household member has been assaulted within the past 6 hours, he may make an arrest without a warrant, and any person guilty of such abuse shall be fined not more than $2,000 or imprisoned for not more than one year, or both. Such arrest shall be mandatory if any crime was committed in violation of a protective order issued hereunder. All police officers shall give the victim of abuse immediate and adequate notice of their right to go to the district court to file a criminal or civil complaint against the attacker, and to obtain a restraining order. Any act or omission of any peace officer rendering emergency care or assistance to a victim of domestic violence, including but not limited to transportation to medical or shelter facilities, shall not impose civil liability on the officer or his supervisors if rendered in good faith and not the result of gross negligence or willful misconduct.

How does this compare with the law in your state or province?

STUDY QUESTIONS - CHAPTER 7

1. What are family crisis intervention units? How do they operate?
2. What are spouse abuse laws? Why have states enacted them, and what implications do they have for police policies relative to handling domestic complaints?
3. What is "command presence," and how is it applied in handling domestic violence situations?
4. What techniques are recommended for police officers in calming domestic disturbances?
5. What techniques are recommended for officers in dealing with mentally-disturbed persons?

CHAPTER 8

THE SPECIAL PROBLEMS OF RAPE VICTIMS

O men, respect women, who have borne you.

The Koran

Of all the serious crimes, perhaps none is as misunderstood as rape. None is as under-reported, and few are as traumatic for the victim. Rape is a crime of violence, not a crime of passion. The rapist is not a sex-starved unfortunate tempted by a brazen wench, he is an assaultive and violent criminal, who often will kill with slight provocation.

As an aggressive act, rape generally falls into one of several patterns:

1. Some rapists strike a victim they have never seen before, and without prior warning. She is singled out because she is in the wrong place at the wrong time, either walking down the street alone at night, entering her car in a department store parking lot, or even asleep in her own home. The rapist may disguise his appearance or even kill, to avoid later identification.

2. Other rapists select a victim who is known to them - a neighbor, a co-worker, a date, or even a relative. By using his familiarity with the victim to gain her confidence, he maneuvers her into a situation where he can assault her.

3. Other victims are forced into sexual relations against their will repeatedly over a period of time. Through fear and intimidation, the rapist achieves control over his victim, and "keeps her in line," whether she is a former girlfriend who wants to stop seeing him, an ex-wife, or a step-child.

4. Finally, there is the rapist who selects his victim because she is incapable of consenting - a mentally retarded person or a child.

Victim Reactions

When a woman is raped, her entire pattern of living is shattered in a matter of minutes. Her feelings of normalcy, security, and individual dignity are present one minute and gone the next. She not only suffers emotional and physical trauma immediately following the crime, but for weeks or even months afterward. If force was used to perpetrate the act, she may sustain both visible injuries and rape injuries.

In addition to those physical symptoms, there are severe emotional effects. These physical and emotional symptoms together are known as rape trauma syndrome. The after-effects of rape consist of both an immediate, acute phase and a later, long-range phase, and the investigating officer must be aware of the implication of both phases.

In the acute phase, the victim, in addition to any physical pain or discomfort, will have emotions which may run the gamut from shame, to fear for her future safety, to a feeling that she has

narrowly escaped a violent death. Psychological defense mechanisms may cause her to block thoughts of the rape or of her assailant from her mind.

The long-range effects may last for weeks or even months, as the victim makes changes in her life-style or daily routine, for fear she will be attacked again. Her sleeping and eating patterns may be disturbed. She may develop phobias which cause her to avoid crowds, or the opposite effect, a fear of being alone. She may have dreams and nightmares, reliving the occurrence over and over. She may be unable to face a return to school or to work. Sometimes, victims develop unreasonable fears of any person who bears the slightest physical resemblance to the assailant, or of being near the location where the crime occurred. Victims need a great deal of support from families and friends. Fear may compel them to move to a new home or apartment, or get an unlisted phone number. Sometimes, the assailant's family and friends will contact the victim and threaten her with retaliation if she goes through with the prosecution. The defendant will write or telephone her, pleading with her not to testify against him. If the police intend to ensure her availability as a witness, they must understand what the victim is going through, and support her in every way possible.

Sometimes, the reaction of a rape victim's family contributes to her trauma. Families sometimes feel a need to blame someone. Generally, they take out their frustrations by threatening what they will do to the assailant if they catch him, but sometimes they will blame themselves, the victim, or the police for what happened. It is important to be aware of this tendency in order to help the victim cope with it effectively.

THE POLICE: INVESTIGATIVE COUNSELORS

As the first professionals to deal with most rape victims, the police have a dual role to fulfill. One is that of investigator, seeking evidence that the crime happened as reported and to apprehend and convict the rapist. A second role is counselor. In this latter role, they are responsible for calming the victim down, making her feel secure, helping her cope with her immediate feelings, and referring her to other professionals to help her deal with the long-range effects of rape-trauma syndrome.

A police officer who launches into a diatribe against women for not being more circumspect in their activities, or who whips out a notebook and begins asking questions before the victim has had a chance to calm down or reassure herself that she is safe, jeopardizes the victim's recovery and the success of the investigation. It is not as important whether the investigating officer is male or female, as that he or she exhibits patience and understanding toward the victim.

As an officer who is investigating a rape, you must conduct an interview and on-scene investigation that will permit a determination that sexual intercourse and penetration occurred, and that they were committed by force and against the woman's will, or without her consent. You will need to preserve any evidence which led to your conclusion, including clothing, hairs, fingernail scrapings, bruises, and other evidence of force or lack of consent. While assuming every complaint to be bonafide, you must guard against the rare woman who makes a false accusation.

After reassuring the victim that she is safe and that you are sympathetic and concerned about what happened to her, each phase of the investigation should be carefully explained to her.

When a sensitive area is to be explored during the questioning, she should be told that if she cannot handle a particular question, you will go on to a different one and return to the sensitive subject later. Any medical procedures should be carefully explained in advance, and conducted in utmost privacy. There is no need for the officer to witness medical procedures.

If the assailant is subsequently arrested and prosecuted, the arresting officer is the only person who has been in on all phases of the case. He or she can help the victim through the court process. By explaining what she can expect, and by helping her to feel safe when she finds herself in a waiting room or the lobby of a courthouse surrounded by the defendant, his attorney, his friends and family, you are not only performing an act of kindness, but insuring the effectiveness of the state's star witness. Some jurisdictions have Victim Advocates, who will assist you with this process, but the sensitivity of the responding police officer remains of paramount importance to the victim.

RAPE PREVENTION

In some communities where rape is a common occurrence, a police-community relations unit will present rape prevention programs. These can take the form of classes at police headquarters, lectures at meetings of women's groups, articles submitted to local newspapers, or brochures distributed by the police department. Rape prevention programs should be geared toward reducing the vulnerability of women to attack, and teaching them how to deal with an attacker. Techniques usually concentrate on environmental security, defensive tactics, and identification of an assailant.

Typical environmental defenses against rape include the following opportunity-reduction measures:

1. Lighting all entrances to the home, equipping all doors and windows with deadbolt locks and chains, and putting latches on windows, which prevent them from being opened more than a few inches.
2. Women who live alone should list only their initials and last name on mailboxes or in phone directories. Listing only the first initial, however, has become a "dead giveaway" that a woman lives alone at that location.
3. Visitors should be asked to positively identify themselves before the door is opened. Service personnel should be required to show an identification badge or card before being admitted, with a call placed to their employer in case of any doubt.
4. If at home alone and not expecting callers, a woman should answer the door with a loud remark as though someone else is at home, such as "Tie that dog up while I get the door."
5. Women should be aware which of their neighbors they can count on if they need help in a hurry. A code such as a buzzer or intercom can be arranged between apartments.

When out on the street, women traveling alone should observe the following precautions:

1. Upon leaving her house or apartment, a woman should set her lights on a timer, leave a radio on, or have a watchdog, to give her home the appearance of being occupied.
2. If she relies on public transportation, she should sit near the driver. On a subway, she should sit near an aisle seat, not next to a window where she can be trapped. She should be alert to fellow passengers, and try to sit in a seat where nobody can sit behind her.

3. Hitchhiking is particularly hazardous. A woman should refuse a ride with someone who speeds by and then slams on his brakes to stop for her, or changes directions to pick her up. If she is offered a ride, she should ask the driver which direction he is going and how far he is going, before she tells him her destination. She should not accept a ride if there is more than one man in the car, or if there is beer or liquor visible. Before getting in, she should determine that there is a door handle on the passenger side, and that the man is fully clothed.
4. If offered a ride, a woman should know the route, and if the driver takes a wrong turn, ask to be let out immediately. If he stops, she should get out at once. If forced to jump from the car, she should roll as she hits the ground. If held against her will, she should observe the rapist and his vehicle as closely as possible, and remember anything distinctive about his features or his vehicle, so she can give a good description to the police. It is important to recall the location where the assault happened, the time spent driving, and any landmarks along the way. As dangerous as hitchhiking is, it is a primary means of transportation in some college communities, and if the police cannot eliminate the practice, they have an obligation to teach women how to minimize the danger to themselves.
5. When driving in her own car, a woman alone should keep the doors locked, and the windows rolled up far enough so that nobody can reach into her car while she is stopped for a traffic light. She should lock all the doors when leaving the vehicle, and have her key handy when she reapproaches it, so she can get in quickly and lock the doors behind her. A car with electric door locks is especially handy for this purpose. In parking garages, a lone woman should not get in her vehicle if someone is loitering inside the garage.
6. When walking on the street, a woman should know the route she is taking, and note any stores that are usually open, buildings with doormen, fire stations, police headquarters, or other facilities where she can run for help if needed. She should never walk in alleys, darkened parking lots or parks. By rehearsing in her mind what she will do if attacked, she will be able to respond instinctively, rather than panicking. If someone follows her, she should walk up to a house and ring the doorbell, or head for a well-populated area. Wearing loose-fitting clothing so she can run if she must, she should walk in the middle of the street if she can, keeping her hands free and watching her reflection in store windows as she walks, to be sure she is not being followed. A woman should avoid carrying a pocketbook.
7. There are several simple weapons a woman can carry to fend off attackers, but she should realize that any weapon she carries can be taken from her and used by her assailant as well. A hatpin, an umbrella, a lighted cigarette, a plastic squeeze bottle full of ammonia, or in areas where it can be legally carried, a canister of tear gas or Cap-Stun® can be useful. A police whistle or a battery-operated alarm which cannot be turned off once it is activated, are both popular personal protection devices.
8. Some police departments offer to train women in the martial arts. The primary purpose of these self-defense techniques is to temporarily immobilize the rapist so the victim may escape. Ripping off his glasses, stomping on his instep, or raising her arms to slip from his grip, a woman can then run, shouting at the top of her lungs. It is usually more effective to yell "fire" than "help," because persons are more willing to intervene or report fires than crimes.
9. If caught and unable to escape, a woman should not put up a fight. This may only excite the rapist and cause him to kill her.

10. Upon returning home, it is best to stand next to the elevator controls in an apartment building so she can press the emergency button if necessary. If she is being watched by someone, she should go past her apartment to a neighbor's. When approaching her door, she should have the key out so she will not fumble with the lock.

With a two-pronged approach, utilizing rape prevention techniques and compassionate and skillful "investigative counseling" techniques which lead to successful prosecutions, a police department can do its share to reduce the incidence of one of the most despicable and frightening crimes, forcible rape.

DISCUSSION TOPIC - CHAPTER 8

Center City is the home of State University, a typical college community. The campus takes up more than half of the land area in the town, and the college population of 10,000 students commutes back and forth by bicycle, moped, on foot, and by hitch-hiking, since there is no public transportation.

The college community has been in an uproar since the beginning of the fall semester. Eight coeds have been raped, and although no one was seriously injured, feminist groups on campus have staged a candlelight march downtown with the theme, Take Back the Streets. The university security police are offering free self-defense courses to female students. The town police have been investigating the cases, but have no solid leads.

An aggressive reporter for the college newspaper seeks out Chief Roy Prince, a thirty-five-year veteran of the town police force, for an interview and comments on the situation.

"A lot of these women are bringing on their own troubles," Chief Prince fumes. "Just look at the way they dress today, running around without a bra, wearing shorts and halter tops. Even a normal man would be tempted. If they are going to dress like that, and hitchhike and jog through the park after dark, they are going to have to expect something like this to happen."

The next day, Chief Prince found himself the object of the women's second candlelight parade. Did the Chief deserve this treatment, in your opinion?

STUDY QUESTIONS - CHAPTER 8

1. Is rape a sexual crime or a crime of violence?
2. What are the most common patterns of rape?
3. What is "rape trauma syndrome," and what are some of its acute and long-range symptoms?
4. Describe the two concurrent roles of the police in conducting the initial interview of a rape victim.
5. What steps can a woman take to prevent rape while in her home; while walking on the streets; while using her own vehicle or while riding on public transportation?

CHAPTER 9

MINORITY GROUPS

> We have talked long enough in this country about equal rights. We have talked for a hundred years or more. It is time now to write the last chapter - and to write it in the book of laws.
>
> Lyndon B. Johnson

As a nation, the United States is not without its faults. Our rapid expansion and achievement of a high standard of living took place as a result of the exploitation of women, and blacks, Indians, and other minorities. Some groups, such as the Irish, the Chinese, and the Italians, although originally discriminated against, have assimilated well into our culture. Surprisingly, members of some of these groups are the most resistant to integration of other minorities, as witnessed by the racial disputes in predominantly Irish South Boston, Massachusetts. These people tend to attribute their own successes to hard work, and resent government-sponsored programs to speed up the process for others.

New minority groups such as Puerto Ricans, Cuban refugees and others of Hispanic descent form the majority populace of many of our central cities, as more blacks achieve middle-class status and move toward the suburbs. Instead of subscribing to the melting-pot theory, these groups seek to retain their multi-cultural diversity.

In a materialist and egalitarian society such as ours, enraptured with the saga of the "American dream" of overnight success, some minorities suffer poverty in the midst of plenty. Movies and TV bring daily glimpses of the "good life" to ghetto residents. Civil rights leaders exhort minorities to press forward and throw off the shackles of "second-class citizenship." Politicians, mindful of minority-bloc voting patterns, make promises that they know they cannot keep.

BLOCKED ACHIEVEMENT AND MINORITY GROUPS

Despite slow gains over the years, United States Bureau of Census statistics show that far more Negroes than Caucasians still live in poverty, and more whites than African-Americans have finished high school. Even with segregation illegal in this country, lower incomes, chronic unemployment, and the white exodus to the suburbs, have confined many blacks to teeming ghetto areas, so that de facto segregation has resulted. Infant mortality rates among non-white babies are much higher than those among whites. The level of sanitation in ghetto areas is lower than the prevailing level elsewhere, because many residents have inadequate facilities for the storage of food. As a result, rats proliferate, and it is estimated that there are as many as 14,000 cases of rat bites annually in the US, mostly in such neighborhoods. Ghetto areas have always been a part of large cities throughout the world, but their presence is unacceptable in a highly-industrialized nation such as the United States, with our longstanding commitment to programs to improve social welfare, and our comparatively high standard of living.

A brief look at the economic history of the United States since World War II provides insight into the continued existence of urban pockets of poverty in our country.

Traditionally, heavy industries located in our largest cities. It was to their economic benefit to be close to a large labor pool, an urban mass transit system for workers, a large market for their goods, and a rapid transportation network for incoming raw materials and the outgoing flow of finished goods. These economic advantages disappeared during the 1950s as population shifts to the suburbs eliminated the advantage of cities as natural markets. The network of high-speed interstate highways passing through urban fringe areas, the preeminence of the automobile as the preferred personal mode of transportation, and the decline of the nation's railroads in favor of shipments by truck, permitted suburban industries to compete favorably with those in cities. As heavy tax burdens prevented cities from expanding their urban mass transit systems and off-street parking capability, increased traffic congestion made suburban industrial plants and shopping malls increasingly attractive. As foreign competition eliminated many heavy industries, they were replaced with service businesses and high-tech companies, demanding better-educated employees.

As white-owned businesses moved from the inner city, minority business ownership in these areas became more common. However, the typical minority-owned business was smaller and less profitable than its white-owned counterpart, tending toward small retail stores or service establishments rather than construction, financial or manufacturing firms. These minority enterprises were unable to pay competitive wages, and provided no more than part-time employment to residents of the core city. By 1985, of the business establishments in the United States, less than 4% were owned by minorities. They accounted for less than 1% of total sales of consumer goods, although minorities constituted 17% of our population.

The result of this exodus of people and dollars to suburbia was hard-core unemployment in the central cities. Minority group members, especially youth, were over-represented among the unemployed and unemployable. High school programs were aimed at college-bound youngsters, or had a curriculum which was not realistically based on providing youth with skills which would help them hold jobs or qualify for vocational or technical training after high school. Disadvantaged teenagers tended to drop out of school and become involved with street crimes, or add to the growing welfare burden. Thus, the seeds of the problems the police now encounter in patrolling ghetto barrio areas were sown as a result of previous social change in our society. Such problems cannot be cured by police-community relations programs alone. There is a need for more effective manpower training programs to provide better education, counseling, and placement for the disadvantaged. Special employment assistance is needed for ex-offenders and drug abusers, who may be initially less productive, but who can acquire the needed skills through special training programs. Released time from school programs should be provided to enable students to work in distributive education jobs. Such programs would improve the lot of ghetto youth.

THE PROBLEM OF PREJUDICE

In absolute terms, most minorities live in vastly improved conditions over those of a decade or two ago. However, when one considers that all groups in our society have dramatically improved their standards of living during this same period, it becomes evident that the relative gap between the minorities and the rest of society is not narrowing as fast as it should be. The hostility that this causes is often exacerbated by the prejudicial attitudes shown by the rest of society to minorities.

The causes of prejudice have changed little over the years, the most common being (1) a feeling of superiority by the majority group, (2) the feeling that minorities are somehow strange and different, and (3) fear, which leads to the desire to keep minorities "in their place."

POLICING GHETTO AREAS

The twin factors of blocked achievement and prejudice make it difficult for the police to function in ghetto neighborhoods. A small minority representation on some police forces, and the absence of personal contact by foot patrols, lead to situations where tensions between the police and the public result in civil disorders. Where riots have broken out, an incident between police officers and minority residents is often the spark. The arrest of a black drunk-driving suspect set off the Watts riot in Los Angeles in the 1960s, and the acquittal of white police officers charged in the deaths of blacks set off several days of riots and looting on several occasions in Miami, Florida, with thousands of arrests and property damage in the millions of dollars. The acquittal of police officers charged with beating Rodney King caused the second Los Angles riot, 30 years later.

As the most visible arm of local government to the inner-city dweller, the police absorb much of the general hostility which is felt by ghetto residents, who feel both alienated and frustrated. Government is seen as an inaccessible, unmanageable bureaucracy which does not provide the same quality or quantity of services to the inner city as it does to the "houses on the hill." Their perceived needs unfulfilled, there is a tendency for disaffected ghetto dwellers to turn toward extra-legal means for the redress of grievances.

If the best government is one which provides essential services on an equal basis to all its citizens, one which makes its services accessible to every citizen, one which is humane and approachable, and one which provides workable grievance mechanisms through which citizens can complain of official abuse or administrative neglect, we can understand why some city governments are not seen as "good" governments by residents of depressed areas. The rate of unemployment and of high school dropouts in many poor neighborhoods is double that of the city as a whole. Schools in these areas show consistently lower scores on achievement tests for mental maturity and arithmetic skills. Streets and sidewalks go unpaved, there are fewer parks and playgrounds, health and sanitation conditions are subnormal, and crime is double what the size of the population would indicate, making the ghetto a dangerous place to live. Housing conditions are substandard and primitive, few of the social service agencies have neighborhood offices or outreach services, and there is poor coordination between agencies. Fire and police services are inadequate for the size and population of the area. Public transportation is expensive and dangerous to ride. Employment opportunities, professional services, and shopping centers are out of reach. Many citizens accept poverty, crime, and disease as their inevitable lot, their lives blighted by a permanent feeling of hopelessness, apathy, and frustration.

Although some cities have established "little city halls" or multi-service centers to dispense city services and improve communications with residents of poor neighborhoods, the vast majority of these citizens are far removed from their government. It is easy for some law enforcement officers assigned to ghetto areas to develop the feeling of being members of a hated, occupying force. When officers feel this way, sociologists theorize that police behavior toward residents is adversely affected. This, in turn, causes

hostility on the part of the residents, which serves to "confirm" the initial perception of the police. A vicious circle, or self-fulfilling prophecy, is at work.

Some researchers feel that police perceptions of ghetto hostility may be exaggerated. Professor Thomas J. Crawford of the University of California at Berkeley conducted an attitude survey in a California industrial city of 50,000 with a high proportion of minority residents. A survey instrument was administered both to ghetto residents, and to a number of individual police officers. When ghetto residents were asked what kind of job the local police did in enforcing the laws, 43% responded "excellent" or "good." However, when the police were asked to predict how many ghetto residents would respond this way, they predicted a rate of only 35%. To the question, "How much respect do you have for the police?" the officers predicted that only 24% of ghetto residents would reply that they had a "great deal of respect." Actually, 66% responded in that manner. It was discovered that officers with the least education and with negative perceptions toward minority groups were the most prone to exaggerate the anti-police sentiments of ghetto dwellers.

Tactical Squads

Although the majority of people in disadvantaged neighborhoods support the police and desire more, not less, in the way of police services, there are times when particular police tactics may create a furor.

Because the crime rates are so high in the central cities, many police departments create special tactical units which they assign to these areas to control street crime. Typically, the most physically fit and aggressive officers are assigned to these units. Although they often tend to be better disciplined and more impartial, they sometimes gain an undeserved reputation for "kicking butts and taking names" in minority neighborhoods.

This image can be avoided if tactical units are instructed to concentrate on major street crimes, and to avoid the tendency to rigidly enforce such minor statutes as loitering, vagrancy and intoxication in an effort to make their presence quickly felt when they move into an area. Most residents of high crime areas strongly support an increased police presence, if an effort is made to avoid straining community relations by concentrating on the major offenses, and if the presence of the squad is explained carefully to the community before they are sent in.

Police Canine Units

Police dogs, despite their usefulness in searching for lost children or for intruders in darkened warehouses, can be a source of community tensions. Perhaps the origin of opposition to the deployment of police dogs in predominantly African-American neighborhoods lies buried in the distant past, when plantation owners used bloodhounds to track runaway slaves. The well-publicized use of dogs to control crowds at civil rights demonstrations in the 1950s and 1960s in such places as Birmingham, Alabama, caused considerable hostility and was a major source of complaints lodged against the police by black groups. African-American people sometimes saw themselves as controlled, rather than patrolled, by the dogs. A police dog is an extremely useful and cost-effective partner for a lone officer, and there are times when canine units must be assigned to minority areas. Such assignments should be accompanied by a maximum public-relations effort. When dog handlers give
demonstrations to civic groups and at schools and shopping centers, public awareness that the dogs are obedient, well-trained and normally friendly tempers the natural resentment to their use.

Occasionally, people in an ethnic area will demand a role in the assignment or removal of police personnel there. Sometimes, a particular officer will become the target of a concerted effort to bring about his or her removal or transfer. Often, the officer has been singled out for alleged insensitivity toward minorities. At other times, the only characteristic of the "target" officer will be that he or she is alert and aggressive, with a high activity record, capable and well-respected by peers. When officers such as this are selected as community scapegoats, they find themselves symbols of an occupying force in alien territory. They become the butt of street-corner jokes, and the objects of hatred and threats which can interfere with their work and ultimately jeopardize their personal safety.

If the police chief accedes to community pressure and transfers such an officer, department morale can be harmed. The other officers may see this action as a failure by the chief to stand by the officers, or a cowardly capitulation to political power groups. On the other hand, a failure to order such a transfer may lead to escalating tensions and place the controversial officer in unnecessary personal peril. If a transfer becomes necessary, it is best accomplished by transferring a group of officers all at the same time, or by giving the officer a special assignment which has the appearance of an advancement. Then, neither the officer nor their peers feel they have fallen victim to pressure politics or appeasement of special interests.

Officer Attitudes

Situations such as the publicized beating of a black arrestee by Los Angeles police officers, which led to the retirement of Chief Darryl Gates, and pleas for elimination of the civil service protection of the L.A. police chief, undermine the confidence of citizens in their police forces.

The lessons learned from the L.A. incident included the following:

1. Discipline is still necessary in the training and supervision of police officers, even in these days of calls for relaxed social standards, because it will encourage self-discipline among officers.
2. Strict supervisors are the key preventing incidents of brutality. They should be dispatched when physical custody arrests are anticipated, and held strictly accountable for the actions of their officers.
3. Supervisors must not allow the existence of racial slurs and racially-motivated jokes and comments among their officers or over police communications channels. Tolerance of such behavior can be seen as not taking racism seriously.
4. Top police administrators should be careful in their public and private statements, not to express sentiments which could lead their officers to believe that members of minority groups are strange, different, or to be feared by the police.
5. All officers must be trained to intervene if they witness constitutional violations by fellow officers.
6. The police should closely monitor community sentiment, and be prepared to deploy massively and quickly in response to violent incidents.

NONCONFORMISTS AS MINORITIES

Many nonconforming groups and individuals exist in our society. Because their attitudes do not match typical middle-class standards, these people are sometimes the object of ridicule and prejudice. They, in turn, often display hostility toward the police. Gays, religious cultists, and "flower children" are examples of persons who have fallen into this category in the past. Places like San Francisco, where the gay community constitutes a substantial political constituency, have engaged in efforts to recruit homosexuals for their police departments. Riots between the police and the San Francisco gay community, which broke out when a former police officer holding a high elected position in the city government shot and killed a colleague who was a prominent leader in the gay community, and received what the gays considered to be a relatively light sentence, made the headlines in the late 1980s.

WOMEN AS MINORITIES

Not since the days of the "suffragettes" has there been so much concern for the plight of females in society. Female activists pressing for the Equal Rights Amendment, have sought more representation of their sex in occupations traditionally considered exclusively male. They press for the promotion of more females to the upper echelons of business, politics, and judiciary, and the civil service. Since roughly 50% of the population is female, criticism is levied at many police departments, because less than 10% of their sworn personnel are females, and even this token representation is frequently restricted to administrative, juvenile, and non-supervisory positions.

MINORITY RECRUITMENT

Aside from the question of equal opportunity, many feel that police-community relations with minority groups will be improved by the recruitment of more minority officers, and their promotion to more ranking positions. They theorize that minority residents will feel that these officers better represent the actual population of their community, and they will display more understanding and compassion toward minority residents.

One reason more minority group members have not been hired is a failure to pass police entrance requirements. Hispanics, Orientals and women have fallen below minimum height requirements in some agencies. Aptitude and I.Q. tests have been attacked as being culturally biased against minorities who have grown up in an environment which gives them little opportunity or encouragement to read books, or to assimilate the type of general knowledge which is required to excel in this type of test. Physical fitness tests requiring high levels of upper-body strength have disqualified a disproportionate number of female applicants. Where promotions within some law enforcement agencies are based on these testing procedures, upward mobility is more difficult for minority officers than for their white male counterparts.

Departments are often urged to lower their entrance requirements, in order to ensure that more minorities will be eligible. Police administrators have resisted such efforts, claiming they would result in poorly-qualified officers and costly failure rates at the police academies. In some communities, failure to change these standards has led to federal judges ordering a halt to police recruitment, or the establishment of racially-balanced hiring quotas.

More often, however, hiring standards have been attacked as not being "job-related." Departments have been challenged to prove that being shorter than 5'7", for instance, renders someone incapable of performing the duties of police officer, or that scores on a written exam are reliable predictors of job performance. Departments should validate their hiring standards through job task analysis, and adopt only standards which can be scientifically established as minimum requirements for the police service.

Even with these changes in entrance requirements, many departments find it difficult to attract minority applicants, because such individuals are sometimes biased against police work. They are convinced they will be discriminated against on the job, or fear they will regarded as "Uncle Toms" by members of their own group if they join the police force. Many communities with substantial minority populations have found it advisable to mount specific recruitment drives targeted toward attracting more minority applicants.

POLICE TRAINING PROGRAMS

Once hired, a community has a sizeable investment in a recruit. This investment is lost if he or she "washes out" during basic training. The same culturally biased testing procedures sometimes serve to increase failure rates in recruit academies. Women in particular find that physical training that is heavily weighted toward running, boxing, and wrestling, is difficult to perform. They frequently complain that peer support is lacking from their predominantly male classmates. Some communities attempt to solve these problems by increasing instructor-to-student ratios and the duration of training, to provide more individual tutoring and remediation to those who need it. In New Jersey, the State Police reported favorable results from running an all-female session of their recruit academy. There, women applicants trained as a group, and experienced greater peer support. Even those who characterize such remedial approaches as "nursemaiding," are forced to admit that if equally high performance standards are maintained, tutorial programs can ultimately reduce the high cost of minority recruitment efforts. The Armed Forces have recently begun remedial pre-recruit physical training for some enlistees, for the same reason.

DUTY ASSIGNMENTS

Once hired and trained, the next difficulty is assimilating the new minority officer into the department. Claims of prejudice in assignments are often balanced with competing complaints that minority members are being given choice assignments because of "reverse discrimination." Ethnic organizations exist in nearly all large police departments, and black, Jewish, Hispanic, and Italian patrolmen's associations have become political forces to be reckoned with, both within and outside the agency. In some cases, these organizations have led to heightened feelings of separateness, whereas their goal should be assimilation.

Some well-meaning police administrators have tried to assign minority officers exclusively to minority neighborhoods, out of a belief that they would relate to the residents better, or could patrol more aggressively without being accused of brutality or discrimination. Such assignments, although they may temporarily cool down tensions, are manifestly unfair to the minority officers, who deserve equal exposure to all the residents of the community, and full integration into the department.

A CHALLENGE FOR THE FUTURE

How many years will pass before racial, religious and economic discrimination is no longer a problem in the United States? Nobody can predict with certainty, but we do see small increments of progress every year.

Whether or not gays even constitute "minority groups" within the usual meaning of the word, and whether they are to be universally accepted as police officers, depends on whether society will regard homosexuality as a sexual preference or as a disease (with the implication that as such, it should be treated rather than tolerated), or whether it is to be seen in a totally different light than either of these two approaches. It is certain that in communities where police officers have been allowed to harass homosexuals who have not committed crimes, or to "look the other way" when they are robbed or assaulted, the new breed of police administrators must end such practices. Hate Crime Legislation in many jurisdictions will provide added impetus to eliminate abuse of minority groups. While insisting that we protect the rights of gay citizens, the community also needs assurance that the police will take decisive action against overt homosexual behavior in public rest rooms, and against attempts by gays to proselytize young persons. Such activities are as destructive to the fabric of society as any other form of vice, and must not be tolerated merely to avoid harassment charges or unfavorable publicity.

Where other minority groups are concerned, the police challenge in the twenty-first century will be to ensure by our recruitment, selection and training processes that no citizen is excluded from a police career solely due to sex, race, or religion. We must find ways that enable minority people to overcome their cultural disadvantages, so they are able to compete on an equal footing with the white male population. In developing new standards, we must recognize that not every black, female, or Hispanic is cut out to be a law enforcement officer, and neither is every white Anglo-Saxon male. We must not alter our standards in such a way as to permit the hiring, retention or promotion of incapable or unsuited persons of whatever race, creed, or sex. We must strive to hire tolerant and empathetic guardians of law and order, and to give them training concerning the nature of prejudice, and the beliefs and customs of the various groups of people they will be serving.

We must recognize that although the crime rate among some minority groups is high, the victims, too, are most often members of the same group. These victims deserve equal protection, and the perpetrators should receive equal justice.

DISCUSSION TOPIC - CHAPTER 9

One night in Dade County, Florida, a black Miami insurance man named Arthur McDuffie was riding his motorcycle in Liberty City, a predominantly black neighborhood, when he made a gesture at two white police officers, did a "wheelie" on his cycle, and gunned it away, with the police in pursuit.

The chase, which allegedly reached speeds of 100 miles per hour, lasted for eight minutes. When he was finally caught, McDuffie reportedly put up a violent struggle and in the process of being subdued, received head injuries from which he lost consciousness and never recovered, dying four days later.

As a result of an internal affairs investigation, five Dade County police officers were charged with offenses ranging from conspiracy to second-degree murder, and two more officers were granted immunity for testifying against the five.

Testimony was offered at the trial that one officer beat McDuffie over the head with a flashlight or a nightstick while he was unconscious, and that officers had driven their cruisers over his motorcycle to make it look as though an accident had occurred.

Defense attorneys for the five officers put up a spirited defense, and claimed McDuffie was trying to disarm one of the officers and was struck in the resulting scuffle. Charges against one officer were dismissed by the judge for lack of evidence, and the all-white jury, after deliberating two hours and forty-five minutes, acquitted the other four officers on all charges.

On May 16, 1980, when the jury's verdict was announced, the black residents of Miami-Dade County were electrified. High levels of emotion and tension gripped the inner city. By 8 p.m. that evening, a full-scale riot had broken out. It lasted for four days, resulting eventually in the deaths of eighteen people, involving an area of 100 square miles, causing an economic impact estimated at as much as 100 million dollars, and taking more than 2,100 state, local and county law enforcement officers plus the Florida National Guard to bring it under control.
A public opinion survey of 500 black residents of the riot area conducted by Behavioral Science Research Institute after the riot, revealed that 90% of the blacks surveyed felt that the McDuffie case verdict was the major cause of the riot, and nine out of ten accused the police of routine brutality. Almost 90% felt the black community had been hurt economically by an influx of Cuban refugees, and many felt that black unemployment was a contributing factor to the riot.

Data collected showed that the "typical" rioter was about twenty-eight years of age, single, male, a high school dropout, and worked in a blue-collar job where he made less than $200.00 a week. Many of those arrested had no prior criminal record.

What are the lessons to be learned from the McDuffie incident?

STUDY QUESTIONS - CHAPTER 9

1. What are the three most common causes of prejudice?
2. What imperial data exists to indicate that some police may over-estimate hostility on the part of ghetto residents?
3. What are the characteristics of officers most likely to exaggerate the anti-police sentiments of ghetto dwellers?
4. Why are some police entrance and promotional exams criticized as being "culturally biased?"
5. Which portions of a police department's hiring process are most likely to be attacked as not being "job-related?" Are these criticisms usually valid? Why or why not?

CHAPTER 10

PROBLEMS OF THE DISADVANTAGED

I have known sorrow, and learned to aid the wretched.

Virgil

As serious as the problem of discrimination is, worse yet is the plight of millions who, not because of race or sex, but due to mental or physical handicaps or old age, find it difficult to cope with the pace of modern life, especially in an urban environment.

To the police officer, these people represent both a burden and a challenge. The burden arises because we are the only visible arm of government which is only a phone call away, night and day. As police officers, we are often called upon to intervene in situations which we lack either the specialized knowledge or the resources to handle. The challenge comes from the fact that, like the shepherd with his flock, the police officer's highest calling is to aid those who are unable to help themselves. Our reward comes from the feeling that we have been able to brighten the day of another human being.

THE ELDERLY

As a nation, we are growing older. The "baby boom" which occurred after World War II peaked, and the birth rate declined. By 1991, there were nearly 23 million Americans over sixty years of age. This figure, which constituted 10% of the nation's population, was growing at the rate of 1,000 persons a day. By the year 2000, one in five Americans will be age sixty-five or older.

Old age can be a difficult time, as one attempts to live on social security payments which do not keep ahead of inflation, finds one's mobility threatened by physical infirmities, and sees the friends of a lifetime gradually dying off. Since there are only sixty-nine elderly males for every 100 females, life is especially lonely for the female. Old age is difficult enough for those who have been fortunate to amass adequate savings, or who have children who care for them. For those who must live in poverty and with no close family ties, it can be almost unbearable.

Because of their special vulnerability and because their numbers are increasing, crimes against the elderly merit special concern. The elderly are especially susceptible to street crimes, burglaries, and even sex crimes. Institutionalized elderly persons often fall prey to white-collar crimes such as the use of inhumane restraints, lack of basic safety conditions or lack of adequate care, and the appointment of dishonest "guardians."

The fear of crime ranks high in the minds of our senior citizens, as revealed in numerous opinion polls of this age-group. In many urban areas, elderly persons become virtual prisoners in their own homes, afraid to walk the streets. The elderly are sometimes selected as criminal targets because of their diminished physical capacity, loneliness and isolation, emotional problems, and the predictability of their habits and movements. Consumer fraud, confidence swindles, purse-snatching and street robbery are especially prevalent among our older population. Because many of these crimes go unreported by elderly victims, the true scope of the problem may be underestimated.

Old persons are more likely to live alone. They have less strength and stamina to escape an assault or to defend themselves. They are more fragile and easily hurt. Many cannot afford to live anywhere except in high-crime neighborhoods. They regularly receive social security checks the first of each month. They are likely to have cash on their persons or in their homes at such times. Many do not believe in banks, and pride themselves on paying for items with cash. Because they are less likely to own a vehicle, they depend heavily on public transportation. Keenly aware of their diminished status, they often fail to "press charges" when victimized. Some elderly persons, due to senility, will wander far from their neighbor-hoods. Since they often lack warm clothing, many freeze to death each winter in sections of the country with a severe climate.

What the Police Can Do

The daily routine of the law enforcement officer frequently provides rewarding opportunities for positive interventions, which can literally mean the difference between life and death for an elderly person. A routine appearance by a police officer as part of a speaking program at a meeting of senior citizens presents an excellent opportunity to offer tips on crime prevention. Elderly people should be encouraged to (1) travel in groups rather than singly, (2) use well-lighted streets if they must go out at night, (3) utilize banks and pay bills by check whenever possible, (4) lock their doors and windows even when they are at home, and (5) call the police to report suspicious persons or circumstances. Elderly persons should be encouraged to develop "networks" whereby they call to check on one another once a day, and alert the authorities if someone fails to answer their telephone call. Some police departments offer such call-check service to elderly residents.

Police administrators can become activists for projects such as ordinances requiring better security in elderly housing projects. Such security measures should include guards and watchmen, closed circuit TV, secure entrances and exits, and alarms in the bedrooms and bathrooms of elderly persons, so that help can be summoned when needed. Special patrol emphasis should be placed on subways and bus stops. Beat officers should make an effort to become acquainted with the elderly and handicapped persons in their area, and to familiarize themselves with the habits of such persons, since some handicapped persons are just as vulnerable as the elderly. Senior citizen volunteers can often be organized as "crime-watchers", and thereby provide valuable information to the police. Some police departments in rural areas apply fluorescent stickers to the insides of the mailboxes of elderly postal patrons, and then request rural letter carriers to notify them whenever mail accumulates in such a marked box for more than one day.

Due to Alzheimer's Disease, many elderly persons suffer from loss of memory and become easily disoriented. They sometimes wander far from their homes, and are likely to be injured by fast-moving traffic or suffer from excessive exposure to the elements. By engaging an elderly person in conversation, the police officer can often discover someone who is lost, or someone who has wandered away from a convalescent home, and restore them to the proper environment.

Because of their memory lapses, senior citizens can sometimes become minor annoyances to the police, as they make repeated calls out of sheer loneliness, or because they misplace items in their homes and report them as stolen.

Sometimes, a skillful referral to community agencies which provide homemaker services, senior companions, "meals on wheels," or community home health care, can bring the elderly person back into the mainstream of life and reduce the necessity for further police involvement.

COMMUNITY TREATMENT OF THE RETARDED AND MENTALLY ILL

For years, there was an increasing hue and cry against the practice of "warehousing" inmates in mental institutions and training schools for the retarded. Stories were told of people who, although perfectly normal, spent their entire lives in institutions because they had no relatives, or because their relatives refused to provide a home for them. From an economic standpoint, it cost thousands of dollars a year less to care for such persons on an out-patient basis, so there was great political pressure to "deinstitutionalize" as many people as possible.

In their zeal to reform the system, well-meaning officials often failed to realize that people who had been cared for by others all their life, were sometimes incapable of managing their own affairs without considerable outside assistance. Many deinstitutionalization programs released patients to the street without providing adequate professional monitoring or support systems. Because their behavior or appearance is sometimes unconventional, other citizens often fear these individuals, and cannot understand why the police allow them to "roam the streets at will."

Deinstitutionalized persons are vulnerable to criminals for many of the same reasons as senior citizens and the handicapped - the economic necessity of living in high-crime areas, loss of status, isolation, and dependency on public transportation. Law enforcement officers have an obligation to offer such persons friendship and protection.

Although most deinstitutionized persons are not dangerous, mental patients in particular are sometimes released into society before they are ready. Overly-stringent involuntary commitment procedures legislated in many states and Canadian provinces through the efforts of well-meaning "patient's rights" lobbies, and the persistence with which some mental health workers regard psychiatry as an exact science which can predict dangerousness with accuracy, plus the ease with which mental health workers are sometimes "conned" by psychopaths, has resulted in "revolving door" policies at some institutions and the total closure of others. Patients who have committed recent violent acts are hospitalized for only short periods of time, and released to "reintegrate with society," only to decompensate on the streets again. Since doctors and psychiatrists generally do not make themselves available to handle such situations in the field, the police inherit by default the task of coping with these individuals.

What the Police Can Do

Officers should become familiar with the history of any deinstitutionalized individuals living on their beats, and attempt to win their friendship and trust. At the same time, such persons can become extremely dependent and manipulative, and the officer must strike a difficult balance between friendship and over-dependence.

HANDICAPPED PERSONS

Some mildly retarded individuals and persons with handicapping conditions such as ataxia which causes irregular gait, poor coordination or slurred speech, sometime draw the attention of police officers and other citizens, who feel they are intoxicated or regard their actions as suspicious.

While such a mistake by a citizen causes temporary embarrassment, mistakes of this type by a law enforcement officer can cause great inconvenience to the handicapped person.

What the Police Can Do

Police departments must provide more training in recognizing and dealing with unusual people, and opportunities for their officers to come to know handicapped persons in informal settings, by inviting representative groups of such individuals to training programs and "rap sessions." Officers and handicapped persons can both benefit, as handicapped persons come to better understand why their condition can arouse the curiosity, or even suspicion, of law enforcement personnel.

One very successful program to aid handicapped persons is sponsored by the Telephone Pioneers of America. Teletype terminals connected to police headquarters are installed in the homes of deaf persons who live alone, enabling them to summon emergency assistance if needed.

The Americans with Disabilities Act, passed by congress in 1991, provides further protection to handicapped persons.

ALCOHOLICS AND PUBLIC INEBRIATES

Years ago, police departments in the United States made approximately one million arrests a year for public intoxication. Spurred by a Vera Foundation study in New York City, efforts were started to provide alternate means for dealing with inebriates. Most states decriminalized public drunkenness. Federal legislation now sets decriminalization as a precondition to the receipt of grants for state alcohol treatment and rehabilitation programs.

Various surveys indicate that 65% of the adult population of the United States drink alcoholic beverages with 15% beer drinkers only, and a great increase in the popularity of wines. Drinking varies according to age, peaking in the thirty-five to forty age-group. About 30% of the consuming male population is estimated to be alcoholics, and the number of female alcoholics has increased. Teenage alcoholism is a serious problem across the nation.

Studies at Harvard Medical School indicate that up to 50% of all homicide victims have been drinking. National Highway Traffic Safety Administration figures show that nearly 50% of fatal traffic crashes are alcohol-involved. Other studies show that as many as 88% of those arrested have consumed alcohol at the time of detention. Up to 10% of the victims of industrial accidents in this country have significant blood-alcohol levels. Alcohol is a factor in child abuse, divorce, and suicide. It is responsible for diminished national productivity due to absenteeism. The high cost of public welfare is strongly influenced by alcohol problems. Alcohol, when used in combination with either prescription drugs or illicit substances, has a synergistic effect, which incapacitates the user more than either substance alone.

Alcoholism is regarded by medical science as a disease, and alcoholics are sick persons in need of treatment. Unfortunately, alcoholism is difficult to treat, especially if patients fail to admit to being alcoholics, and to commit themselves to a regimen of total abstinence. Alcoholics sometimes will go through protracted periods when they do not drink at all, only to resume

drinking at the same level they were consuming when they stopped. Alcoholics suffer from blackouts and alcohol-induced psychoses. Some exhibit bizarre behavior when they have been drinking, which they are unable to recall when sober. Their physical health suffers as they neglect proper nutrition. Heavy alcohol use increases the likelihood of contracting some diseases, such as cirrhosis of the liver. Many urban alcoholics end up on "skid row," broken both in mind and spirit, where the stronger inhabitants prey on the weaker ones or support their habit with panhandling and petty street crimes. Some medical conditions, such as diabetic coma and epilepsy, produce symptoms so similar to intoxication that people suffering from these diseases have died in "drunk tanks" after being mistaken for inebriates and locked up.

There is still a drastic lack of alcohol treatment facilities and personnel in many parts of the country. Some general hospitals still refuse to admit alcoholics. This creates severe problems for the police in jurisdictions which have decriminalized drunkenness, since they can no longer jail public inebriates. Where admission procedures to treatment facilities are too difficult, or such facilities are geographically distant or unavailable, police tend to ignore drunks. Citizens then find the presence of many intoxicated persons on the street distasteful and annoying. Alcoholics who formerly got "dried out" and received nutritious meals in jail, now go through an endless cycle of intoxication, overnight civil protective custody, and reintoxication the following day. The laws in some states fail to distinguish between an alcoholic and a situational drunk. This makes it difficult to patrol events such as the National Championship Motorcycle Races at Loudon, New Hampshire, where large numbers of intoxicated revelers can present a hazard to themselves and to others.

However, the concept of decriminalization in localities where adequate facilities and budgets are provided, and where a high level of cooperation exists between the medical profession, community service agencies, the judiciary, and the police, holds high promise. Properly staffed receiving facilities can eliminate the possibility of mistaking as drunks persons suffering from other diseases. If further periods of commitment are sought for people who are in need of treatment but who refuse to cooperate, such commitment mechanisms can be more humane and effective than jailing alcoholics.

What the Police Can Do

Police officers should become acquainted with the symptoms of alcoholism, and the characteristics of alcohol abuse. They should be aware of the unique problems of the alcoholic's spouse and children. Recognizing that alcoholism is a disease, and making referrals to community alcohol treatment programs and to groups such as Alcoholics Anonymous and its companion agencies, Al-Anon, a support organization for the spouses of alcoholics, and Al-Ateen, a similar organization for the children of alcoholics, the police can assist alcoholics and their families in their efforts to rebuild shattered lives.

DRUG ABUSERS

Far from being a "victimless crime," the abuse of prescription drugs or the use of illicit substances carries with it numerous victims -- the drug abusers themselves, their families and friends, their employers and the persons who buy inferior products from these employers because drug abusers turn out inferior work, persons who are victimized by drug abusers seeking cash for a "fix," and the overburdened social welfare system.

Drug abusers need help. They need help when they overdose on drugs, in order to save their lives. They need help to turn their lives around and become productive again. Drug abuse is a problem for all of society, not just the police. Law enforcement initiatives such as the D.A.R.E. (Drug Abuse Resistance Education) program pioneered in the schools by the Los Angeles Police Department, have shown that public relations initiatives by the police in dealing with at-risk populations can go far toward reducing the incidence of illicit drug use, especially among our impressionable youth.

DISCUSSION TOPIC - CHAPTER 10

It was Thanksgiving Day. Deputy Sheriff Tom Mirski was called from his dinner table to go to a dilapidated farmhouse occupied by Herbert Hale, an eighty-six year-old man who lived with his wife, Jane, as semi-hermits. Neighbors had been looking in on him occasionally, and when they discovered that his wife was hospitalized and that he was ill but refused to see a doctor, they asked the Deputy to intercede, since there were no service agencies active in this rural county.

When he arrived at the farmhouse and spoke with Mr. Hale, Deputy Mirski noticed that when the old man walked about, he had wheezing spells and was very short of breath. His ankles appeared to be badly swollen, a sign of congestive heart failure. The Deputy was familiar with these symptoms, because his grandmother had once suffered from the same condition, and he knew that unless Hale received medication at once to get rid of the excess fluid in his lungs, he would not live long. Hale said he had spent the last three nights in a chair, as he could not breathe when he laid down on his bed. When the subject of seeing a doctor was brought up, Hale became very emotional and defensive, and said that he had sworn an oath to his wife that he would not leave the farm overnight until she could return home to him. Hale refused to go to the hospital by ambulance, and frankly told the Deputy that he would physically resist him before he would be taken out of his home.

The Deputy finally persuaded Hale to ride in the police cruiser to the hospital emergency room in a nearby town, on the promise that the Deputy would not make Hale stay at the hospital even if the doctor wanted him to. They arrived at the hospital, and the young intern on duty examined Hale and told him that he should be admitted for treatment. Hale stubbornly refused, and the intern told the Deputy, "If he won't do as I tell him, I'm not going to waste my time on him. Either he signs the admission form, or he can get out of here and stay out!" The Deputy tried to persuade the old man to stay, but he accused the Deputy of trying to break his promise, and started to walk out of the hospital.

The Deputy sensed that it was futile to argue with either the old man or the self-important young doctor, so he brought the old man back to the farm and returned home to his own warmed-over Thanksgiving dinner, and to an impatient wife. However, he could not get his mind off old man Hale. Finally, Deputy Mirski called his own family physician and asked him, as a personal favor, if he would make a house call if the Deputy would pick him up in the police car. The doctor agreed, and examined Hale at his farm. He administered an injection and wrote a prescription for digitalis for the old man's heart, and a diuretic to get rid of the excess water in his lungs. The Deputy persuaded the town pharmacist to open up on the holiday and fill the prescriptions, and for the next several days, Deputy Mirski stopped at the farm twice a day to make sure the old man had taken his medicine, and to water and feed his stock, which consisted of a cow and a half-dozen chickens. Each day, the old man appeared to be gaining strength, and eventually his wife was released from the hospital to convalesce at home with him.

Thanks to the thoughtfulness and patience of Deputy Mirski and his friends, the doctor and the pharmacist, Jane Hale had a husband to come to, and although the roast turkey got cold on the table that Thanksgiving Day, Tom Mirski had a warm feeling in his heart every day for several years to come, whenever he drove by the Hale farm.

Even though this type of police work is not "crime-fighting," do you see a necessity for it?

STUDY QUESTIONS - CHAPTER 10

1. To what crimes are the elderly especially vulnerable?
2. What characteristics of the lifestyles of senior citizens make them especially likely to become crime victims?
3. What crime-prevention tips should the police give to senior citizens?
4. What special problems do deinstitutionalized persons and the handicapped pose to police officers?
5. What other physical conditions can sometimes simulate intoxication?

CHAPTER 11

YOUTH AND THE POLICE

> If men and women are to understand each other, to enter into each other's nature with mutual sympathy, and to become capable of genuine comradeship, the foundation must be laid in youth.
>
> Havelock Ellis

The youth of any community are a valuable asset, which every police officer should cultivate. Regardless of the reasons an individual may have to dislike you, it is difficult to sustain these feelings if you have befriended that individual's children. This love of their children is usually so strong that it transfers into tolerance, if not affection, for their children's friends.

Maximizing Friendly Contacts

If you make it a habit to stop and talk when you pass a schoolyard at recess, or to have a pleasant smile and friendly wave for young people you pass on the street, you will overcome the punitive image children have of police officers. This image has been fostered by generations of mothers telling their children "You be careful of this person - he (or she) is a police officer, and if you do not behave, you will be put in jail." If you have had prior friendly contacts with youngsters, they are likely to react more positively to you later on, if a professional contact ever becomes necessary.

In Chapter 12 we will discuss a number of structured programs in the crime prevention field which give police officers an opportunity to interact positively with young people. These include school safety patrols, Explorer Scouting, bicycle safety, and hunter safety courses. In this chapter, we discuss the problem of dealing with juvenile delinquency from a community relations standpoint. We stress the necessity for establishing formal contact with the schools in the community, so as to reach student populations from kindergarten through the twelfth grade.

WHY CONCENTRATE ON YOUTH?

If law enforcement cannot function effectively without the public's support, and if people's attitudes are formed early in life, then if a law enforcement agency maximizes the number of positive, friendly contacts with young people early in their lives, that department is building bridges which will enable these youngsters and the police to react positively with one another throughout their lives.

From an economic standpoint, crime statistics tell us that the rate of recidivism, or repeat offenses, is disappointingly high among adults. Our penal system today rehabilitates few adult offenders. Perhaps our only chance to reduce crime is to identify predelinquent youth and to intervene before they have formed antisocial behavior patterns.

According to the FBI Uniform Crime Reports, juveniles account for up to 50% of the arrests for major (Part I) crimes in many urban areas, and as many as 1/3 of these crimes nationwide. Because these percentages are increasing, even in the face of a declining juvenile population

growth, these statistics are a major concern. There are three and one-half times as many juveniles from
ethnic minority backgrounds involved in criminal acts as their incidence in the general population would indicate, and they are over-represented even more in the rate of violent crimes.

The increasing demand for workers with specialized knowledge instead of manual laborers has led to high rates of youthful unemployment. The over-representation of the poor, the young, and the black in our core cities, and the decline in the influence of religion and traditional morality, have also had an effect on the rate of juvenile delinquency.

How Children Mature

As a child moves out of the early childhood years and enters preschool years, people outside their immediate family, such as baby-sitters and peers, begin to enter the child's life and have an influence. Television is also a powerful external influence, bombarding the child's senses with commercial messages and role models. By the age of six, the child enters the school system, and soon spends more waking hours there than at home. The child learns about relationships with others and the outside world, and begins to develop a self-identity. By junior high school, biological changes are taking place. The child enters the crucial adolescent period, with its complex inter-relationships with the opposite sex. The later adolescent years are taken up with preparation to enter the world of work. These later years of high school unfortunately provide a setting in which many children can experiment with drugs, tobacco, and alcohol, and engage in other deviant behavior without parental scrutiny. Official response by the school authorities and police can either weaken or strengthen the possibility for normal development, and can either encourage the child to conform to society's norms, or cause the feelings of cynicism and alienation which are the preludes to criminality. Every police department should develop formal programs of positive interaction with the schools in the community, from nursery school through high school.

SCHOOL PROGRAMS

Young children are especially impressed with police uniforms, badges and other regalia. The officer who visits a kindergarten class easily becomes the center of attention. Programs aimed at children of this age-group should concentrate on one or two relatively simple messages, such as how to cross the street safely, or cautions about not accepting rides or gifts from strangers. The attention span of young children is usually short. What the officer is really trying to project is the image of being approachable, friendly, and willing to help out in case of trouble.

A child who reaches the first or second grade is responsive to somewhat more complex messages. Programs such as "Officer Friendly" and "Officer Bill," are available commercially. They can provide the police department with flip charts, coloring books and other aids which will assist in the presentation of programs to promote pedestrian safety, safety in the home, and to teach children how to properly place calls in the event of an emergency.
Mid-way through elementary school, children are especially receptive to programs on safe bicycling. Voluntary bicycle inspections, "rodeos" with prizes for demonstrating safe riding techniques, and colored slides and motion pictures dealing with cycling topics are popular with this age-group. Local cycling clubs are delighted to cooperate with the police in putting on such programs. Teaching children to deal with the transportation system safely as cyclists has a positive carryover value in forming habits which can help when they begin to drive cars.

Upon reaching junior high school, a youth is no longer fascinated with an officer's uniform and equipment. In fact, the teenage youngster may have experienced some unpleasant contacts with police officers by that time. They may have witnessed unprofessional behavior from police officers, which has caused skepticism to arise about law enforcement. The student may also be starting to think about a career choice, and may be curious about the opportunities for a career in the criminal justice system. Informal "rap sessions" at career days, and short presentations to civics and driver education classes, accompanied by ample time for youngsters to ask questions and to receive frank and honest responses, are the most effective way to present programs to this age-group.

Programs that Work

Some police departments have developed successful "youth and the law" courses in connection with junior high social studies or civics classes. Police officers, probation officers, correctional personnel, legislators, attorneys, judges, and others from the criminal justice system appear as guest lecturers. They acquaint students with how the system works, drawing parallels between the need for rules in sports and the need for laws in everyday life.

In Cincinnati, Ohio, a Police-Juvenile Attitude Project led to incorporating special "youth and the law" curriculum materials into public school programs. It was found that a student after grade nine would have a poorer attitude toward law enforcement than the same student entering grade eight, unless something was placed in the school curriculum to reverse this trend. Cincinnati researchers also discovered that most standard police recruit and in-service training programs provided nothing aimed specifically at acquainting officers with the problems of early adolescents, or the importance of this period in life to the development of lasting attitudes toward society. As a result of this finding, training designed to help police officers understand the problems of adolescents was incorporated into the Cincinnati police academy curriculum. It was found that a major factor in the formation of adverse attitudes toward the police was the initial police-juvenile contact. This contact typically brought together a juvenile with little or no knowledge of the nature of law enforcement, and an officer with little or no knowledge of the adolescent.

Dr. Robert Portune of the University of Cincinnati discovered in researching the problem that the attitudes of early adolescents toward the police tended to be "non-negative" rather than positive. When either a casual or a formal police contact occurred, these attitudes invariably became negative, largely because of the ignorance of the child regarding the mission and function of the police in a democratic society. This left the child without favorable attitudes sufficiently strong to survive the police contact. Similarly, the police officer was ignorant of the special effort required to enhance the police image in the mind of such an impressionable client. Haphazard programs at school assemblies, sporadic invitations to a police officer to address a single class, or infrequent safety campaigns were insufficient to develop the favorable attitudes in this age-group which are so vital to future good citizenship.

Based on the Cincinnati experiment, it was found that girls had significantly more favorable attitudes toward the police than boys of the same race, and that whites had significantly more

favorable attitudes toward the police than blacks. It took approximately two years of advancement in age to bring about a significant change in attitudes.

There is a need to know about police officers both as persons and as symbols, Dr. Portune decided. The early adolescent should know the policeman as a symbol first, knowing his or her role as an active arm for society's protection of itself. There is a need to know some of the mechanics of police work, the history and philosophy of law enforcement, something of the organization and operation of a police department, and of the laws that apply to juveniles. Rather than seeing the police officer as either an armed enforcer of the law or as a "buddy," the law enforcement officer must be presented in a setting where respect, dignity, and authority exist between the officer and the juvenile. The child must see the officer as a carefully selected and well-trained individual entrusted with a tough job, but willing and able to provide service and assistance to citizens as they go about their daily lives.

In looking at the way police officers should behave toward adolescents, the researchers pointed out that each officer has an obligation to maintain a positive image. This can best be fulfilled by exemplifying the Police Code of Ethics. The officer should practice the "three F's" of police-juvenile relations, firmness, fairness, and friendliness.

POLICE PREVENTIVE PATROLS

It is especially important for police personnel to remember the "three F's" when conducting preventive patrols of areas where young people congregate. Because pool halls, bowling alleys and amusement centers, parks and playgrounds are frequented by unsupervised young people, police officers must make periodic checks of such locations.

When participating in such patrols, officers can often identify youths who exhibit signs of predelinquent behavior. As the first official representative of society to intervene in this type of behavior, the police officer has an unique opportunity to learn about the child and the problems which are causing these antisocial acts. By positive, open, friendly communications, the officer can intervene in a more frequent, less formal manner. This is better accepted by the juvenile, and increases the likelihood that the intervention will be accomplished with a minimum of hostility.

JUVENILE COURT DIVERSION

When more formal intervention becomes necessary, juvenile court action should be the last resort. Each police department should establish guidelines for the diversion of first offenders from the court system, and for referrals to a variety of public and private agencies set up to deal with juveniles in trouble. Many of the youngsters who are processed by the court system have been charged with minor offenses which do not constitute reoccurring behavior, nor represent a serious threat to the community. "Labelling" the minor offender as a delinquent sets the child apart from the "normal" youth of the community. It reduces the child's self-esteem and need to conform to community expectations, and denies the child opportunities to participate in the normal and acceptable institutions of society. The more deeply the juvenile becomes enmeshed in the formal juvenile system, the greater the chances statistically of subsequent arrest. Criteria to consider in deciding whether to divert a juvenile from the formal court system include the child's age, whether the misbehavior is a first offense, the seriousness of the offense, the attitude

of the youth and the youth's parents toward voluntary referral, the need for such referral, and whether or not the child is presently on probation.

YOUTH SERVICE BUREAUS

In response to a recommendation by the President's Commission on Law Enforcement and the Administration of Justice, many state and local governments set up Youth Service Bureaus as "umbrella" agencies to coordinate community service to young people. They are intended to serve both delinquent and nondelinquent youth referred by the police, courts, and schools, as well as self-referrals. Previously, many services for youth were fragmented. Sometimes, a family with multiple problems was being seen by several agencies at the same time, each unaware of the other's involvement and working at cross-purposes. The President's Commission recommended that Youth Service Bureaus have five goals:

1. Diversion of juveniles from the formal justice system.
2. Provision of services to youth.
3. Coordination of individual cases, and of programs for young people as a group.
4. Involvement of youth in decision-making, and the development of individual responsibilities.
5. Modification of systems of service delivery to youth.

As the Youth Service Bureau model evolved, there have been many variations on the theme, and much debate and confusion over what the bureau's role should be. There has been a lack of understanding between the bureau and the police. When the police lose confidence in the personnel of Youth Service Bureaus, they become reluctant to refer young people there.

In the localities where Youth Service Bureaus seem to function most effectively, there is a feeling of mutual trust and cooperation between the bureau and the police. Rather than trying to remain aloof from the police because of some notion that young people will not "trust" youth workers who interact regularly with law enforcement personnel, the Youth Service Bureau that is located in close proximity but separate from the police department, and that avoids bureaucratic, impersonal styles of service delivery, unrealistic hours and inconvenient locations, is usually the most successful. Some larger city police departments detach juvenile officers for periodic full-time stints with the Youth Service Bureau, rotating them back to the police department after several months. This gives the officers and the bureau personnel an opportunity to get to know one another better, and to develop mutual respect and trust. The officers have an opportunity to gain a better understanding of juvenile problems by getting directly involved with youth and their parents, and see at first hand the benefits of diverting youth to the bureau.

POLICE PARTICIPATION IN SOCIAL PROGRAMS

Equally effective and proficient police administrators often disagree as to whether police departments should participate in or conduct athletic or social programs, recreation centers, or police athletic leagues. Some administrators feel that the police role is strictly to fight crime and provide allied services, and that participation in social and athletic programs dilutes police manpower and involves the department in areas which are a community responsibility. Other police administrators believe just as passionately that they have the responsibility to show constructive concern for community problems, and that increasing the occasions for friendly

contacts between the police and citizens of all ages, secures cooperation in crime prevention and suppression.

Each police department must develop its own policy in this regard, based on the attitudes and wishes of the community, the level of funding available to it, and the nature and extent of juvenile problems. However, it is the daily contact, formal and informal, between police officers and individual juveniles, that will have the most lasting effect and develop positive, mutual feelings of trust and goodwill between the police and youthful citizens.

DISCUSSION TOPIC - CHAPTER 11

In the Cordoba Park neighborhood of the City of Whitman, there is a large population of young people, and there is literally nothing for them to do after school and during summer vacation. Aside from a swimming pool about a mile away, there are no parks and playgrounds, and no organized programs. There is no public transportation, and the business section consists of several small convenience stores, a filling station, a laundromat, and a barber shop.

For want of anything else to do, a group of youth between the ages of thirteen and nineteen gather daily on the sidewalks in front of the stores to ogle passers-by and occasionally to roughhouse. They go in and out of the convenience stores to purchase soft drinks and ice cream, and occasionally to shoplift.

Despite the presence of trash barrels on the sidewalk, bottles, cans, and ice cream and gum wrappers are discarded on the sidewalk or on the street, and occasionally paper is stuffed into the heating oil filler pipes in front of the stores and apartments, causing them to clog and overflow when the oil delivery truck arrives. In summer, the teenagers arrive on the street by 11 a.m. and stay long past midnight. Senior citizens coming to the convenience stores dislike passing by these groups of teenagers because of their rowdy behavior. Store owners feel apprehensive about closing their stores when it is time to go home. Residents of the apartments upstairs over the stores complain of noise while they are trying to sleep. Some of the youngsters have cars, and these are frequently parked on the street with stereos blaring loudly, or racing up and down the street to the accompaniment of shrieking tires.

The officers in the Cordoba Park precinct have tried various approaches to the problem. Despite manpower constraints, during the height of the summer the Captain assigns a foot patrolman to the street during the afternoon and evening hours. When the officer is present, the youths generally behave, but once the officer leaves, they act out. If the officer develops a friendly rapport and occasionally joins the young people in conversation, the senior citizens and business people complain that the police are ineffective in dealing with the problem. If a patrolman takes a more strict attitude and disperses these groups, they merely regroup in another location, complain of harassment, and make a sport of trying to outwit the officer, and of engaging in petty acts of malicious mischief.

If you were the Captain, how would you handle this problem?

STUDY QUESTIONS - CHAPTER 11

1. Why does it make more sense from an economic standpoint, to concentrate most rehabilitation efforts on youth instead of adults?
2. What do statistics show about the involvement of juveniles in serious crimes?
3. Which school programs are most effective for the police in reaching kindergarten-age children? Elementary school? High school and junior high?
4. What were the "three F's" which the Cincinnati Police-Juvenile Attitude Project recommended as guidelines for the police in dealing with youth?
5. What are the major arguments for and against formal police participation in social programs?

CHAPTER 12

PROGRAMS TO PROMOTE GOOD POLICE-COMMUNITY RELATIONS

It is not only fine feathers that make fine birds.

Aesop

Since every officer is expected to be an ambassador of goodwill for the police department, the administration of the department has an equal obligation to its officers to increase their opportunities for friendly contacts with the community. Such opportunities can be maximized by the development and implementation of formal police-community relations programs. Such programs are generally inexpensive, and can usually be conducted during an officer's non-committed time. Although limited only by the breadth of the human imagination, there are a number of "tried and true" programs which any department can implement. They have been successful in nearly every locality where they have been tried to date.

CHECKING BACK WITH COMPLAINANTS

One of the most effective ways to enhance the police image is to check back with the complainant after the initial investigation of an incident. Nationwide, less than 15% of crimes against property are solved by police action. The clearance rate for crimes against the person is usually higher, because there are usually more witnesses to violent crimes.

If average citizens realized that there was a less than fifteen out of one hundred chance that you would make an arrest or recover their property, would they bother to call you? Probably not. If citizens did not report crimes, your chances of solving them would plummet to zero, and there would be nothing to deter criminals. It is important that you display an air of interest and concern when handling calls of this type, and not give the impression that you are merely "taking down information for the insurance company."

After handling a complaint, if you are in the vicinity of the victim's residence a few days or even weeks later, and your time is noncommitted at the moment, stop by. Reintroduce yourself, and let the victim know you are still working on the case. Inquire if the victim has additional information that could help you - something suspicious he or a neighbor saw or heard, additional unreported stolen goods, damage not noticed at first, or the missing serial number for a stolen item. Occasionally, you will pick up just the additional clue you need to "break" the case. If not, you will have given the victim the impression that you are a diligent investigator who never closes an unsolved case. A second visit at a later date will confirm this impression. The victim will soon spread the word to friends and neighbors that the police are devoted and efficient.

The Need for Follow-up

The presence of a good administrative follow-up system assures that no citizen need call more than once for service. It yields a positive payback from a community relations standpoint. When a citizen calls to report a minor crime and their call "falls through the cracks" on a busy shift, it must be passed on to the next shift for action. A neglected report of a missing manhole cover can blossom into a major incident if a child falls down the hole. A traffic light outage not passed on to the proper agency will bring great discredit on the police if an accident occurs

before the malfunctioning signal is repaired. A formal method of recording and clearing all calls, with routine supervisory inspection procedures, is a necessity for an effective and efficient law enforcement agency.

THE "WELCOME WAGON"

In some communities, the local Chamber of Commerce or service clubs send a "Welcome Wagon" around to greet new residents. If you are an officer who is assigned to a regular beat, you can serve as your own "Welcome Wagon." When you see a new family on the block, stop by and introduce yourself. Leave your business card, with the police telephone number. Chances are, these new residents will have a number of questions to ask you. Where and how do we register to vote? How long before we must get a driver's license or vehicle registration or inspection in this state? Where are the churches and schools located? You can perform a valuable service by providing such answers, and make friends with these new arrivals. Even if you receive a cold or hostile reception, your time has not been wasted. You had an opportunity to size these individuals up, and perhaps to memorize the "lay of the land" in case you ever have to go back to that house to make an arrest. You know what they look like, and what vehicles they drive. This information may help you to solve a crime, or even save your life.

CRIME PREVENTION

Because statistics reveal such disappointingly low clearance rates for some crimes, we need to devise new strategies to achieve our goal of protection of person and property. If the odds are stacked against solving crimes, perhaps we should concentrate on preventing them instead. Opinions differ as to how effective traditional police patrol is in deterring criminals. However, everyone agrees that crimes can be prevented or at least shifted away from a particular geographic area by coaching citizens to reduce their vulnerability to crime.

Whenever you investigate a crime, you should close your contact with the victim by giving advice on how to reduce the possibility of being victimized again. By also instituting formal proactive crime prevention programs, your department can reach many potential victims before a perpetrator hits.

Citizen Involvement

The National Advisory Commission on Criminal Justice Standards and Goals measured citizen indifference and apathy for the spread of crime, and pointed out that public and private agencies outside the criminal justice system can influence rises and declines in crime rates as much as the police. The Commission noted that institutions and agencies within the community whose primary efforts are directed at the achievement of other goals can still benefit from involvement in crime prevention campaigns.

The Commission felt that it was unfair, with the public clamor over rising crime rates, to expect that government alone could respond to the problem. There must be a willingness on the part of each citizen to devote time and energy toward solving the problem.

The idea that each citizen has a duty to prevent crime is not a new one. In medieval days, every able-bodied citizen was expected to join in the "hue and cry" against an escaped thief. Sheriff's

posses in the days of the Old West were another example of public responsibility. Jury duty still survives as an example of civic duty toward the criminal justice system.

As civilization evolved, police work came to be thought of more and more as a profession, and citizens relinquished more of their crime prevention activities to organized police forces. Citizens no longer felt as responsible for their neighbors. Today, concerned citizens are asking, "What can I do as an individual to have an impact on the crime problem?" The following are examples of actions an individual citizen can take:

1. Speak out in favor of greater action by law enforcement agencies, courts, correctional institutions, and legislatures.
2. In cooperation with the police, organize block or neighborhood crime prevention activities.
3. As a member of a church, social club, fraternal group, or civic organization, organize this group to join in a crusade against crime, and to support law enforcement.
4. Take part in the crime reduction efforts of a trade association, political party, professional society, or labor union.
5. As an employer or employee, be alert for signs of shoplifting, pilferage, and white collar crimes.
6. As 80% of the inmate population of prisons consists of school dropouts, many of whom are functionally illiterate, insist on more effective public schools and the provision of alternative educational opportunities for dropouts.
7. As there is a positive correlation between high unemployment and street crime, support programs to train and hire ex-offenders. Up to 40% of the inmates of some prisons have no sustained work experience, and no saleable job skills.
8. Drug addiction and alcohol problems are related to a large percentage of street crimes. More than half of the murders and nearly half of the fatal traffic crashes involve persons under the influence of alcohol. Citizen support for multi-modal approaches to drug and alcohol problems based on enforcement, education, and rehabilitation, is vital.

As important as action is by individual citizens to make their own premises more secure and to reduce their vulnerability to crime, there is a danger in preaching the doctrine of "every man for himself," without making people realize that they also have a larger responsibility to the community around them. They are, indeed, their "brother's keeper." Simply transforming individual homes into fortresses increases the social isolation of the individual. It prevents the neighborhood, block, or apartment building from presenting a united front against crime. Once the criminal element realizes that citizens do not get involved or care what happens to others, they realize that they need only contend with the obstacles in the particular apartment or house they intend to pillage, and not with the eyes, ears, and righteous indignation of an entire neighborhood.

Problem-Oriented Policing

Professor Herman Goldstein at the University of Wisconsin has devised and spread the doctrine of "problem-oriented policing." A law enforcement agency using this method scans its environment to determine the policing problems that are of greatest concern to the department and the public. It encourages the officers to brainstorm and develop non-traditional responses to the problem, which often eschew the criminal process in favor of civil courts and involvement of community groups and other government agencies.

Usually, certain addresses in the city that bring frequent repeat calls to the police also pose problems for the Fire Department, Building Inspector, and others. When these agencies band together, new solutions emerge. When citizens play a role in solving their own problems in cooperation with the police, good feelings result.

In places like Madison, Wisconsin, Baltimore County, Maryland, Newport News, Virginia, and even London, England, P-O-P has worked effectively. Government mortgage agencies have foreclosed on buildings used as "crack houses" and the city has bought them and turned them into parks. Additional city bus service has eliminated vandalism committed by loitering teenagers waiting for the next bus. Distribution of medication as a condition of receiving welfare checks has helped control the behavior of de-institutionalized mental patients. If your jurisdiction is not yet practicing P-O-P, it is worth a try!

PUBLIC CORRUPTION

Because public corruption is an important factor in enabling organized crime to take root, both police officers and citizens must be alert to signs that their community suffers from the initial throes of a crooked political system. Have "kickbacks" on public projects come to be regarded by contractors as just another cost of doing business? Is it is customary for citizens to give gifts, discounts, or tips to public employees? Is double parking permitted in front of some restaurants and taverns, but not in front of others? Are court fines regarded as sources of income for the municipality? These symptoms may only be the tip of a corrupt iceberg. Soon, it will become easy for a citizen to avoid jury duty, or to have a traffic ticket fixed. There will be a high employment turnover in municipal departments. The police force will undergo a change in management with every new city administration. Patronage appointments to civil service jobs will replace the merit system. Workers will be expected to contribute a portion of their wages to political campaigns. Officials will begin to use government equipment for personal projects. They will attend conferences and conventions or travel at the expense of private sector special-interest groups. Vice operations in certain parts of town will be tolerated by authorities. The gap between what the law declares illegal and what our popular morality permits, will widen. Politicians will spend more money on campaigns for public office than the cumulative salary they will receive during their terms if elected. Officials will back public projects from which they will benefit personally and financially. Government employee salaries will tend to be much lower than comparable private sector jobs. "Featherbedding" will occur on government payrolls, as unnecessary jobs are created for patronage purposes. Police internal affairs units will lack backing, and citizens will be discouraged from filing complaints or pressing charges. Key public officials will fail to disclose their sources of income. Right-to-know laws will be circumvented, as the public and the press are denied free and open access to public records, and decisions are made outside the open forum of public meetings.

To become truly effective in its crime prevention efforts, the police department needs to do its part, together with an informed public, in fighting public corruption, encouraging individual citizen's efforts, and organizing programs where citizens can cooperate together in crime prevention and crime reduction.

CRIME PREVENTION PROGRAMS

Some of the most popular and successful examples of crime prevention programs organized by police departments are outlined below.

"Operation Identification"

Usually in cooperation with a service club, insurance agents' association or other sponsoring group, police departments loan engraving tools to homeowners. These tools are used to indelibly mark a social security number or driver's license number on valuables to facilitate their identification and recovery in the event of theft. Homes which cooperate in the program display window decals to deter would-be burglars, and store descriptions or photos of valuable items in a safe place outside the home. In communities where such programs have been instituted, crime statistics have shown fewer burglaries in "Operation I.D." homes, and higher rates of recovery of stolen property.

Security Surveys

Many departments establish a crime prevention bureau staffed by persons with special training in target-hardening - the technique of making a home or business more difficult to victimize. Dead-bolt latches on doors, silent alarm systems, strategic placement of night lights, and a host of other simple methods can render a place less attractive to criminals, or slow them down and thus increase their chances of getting caught in the act. By offering free security surveys and dispensing target-hardening advice, law enforcement agencies can help citizens protect themselves.

"Block-Watchers"

In high-crime neighborhoods, responsible citizens can be organized to watch out for one another's property, and to report suspicious persons and circumstances. Senior citizens, who are usually at home during the day, are often willing to keep an eye on the property of a neighbor who is at work. In some closely-knit ethnic neighborhoods like the Italian section of Boston's North End, criminologists have noted that because residents spent time on their front stoops visiting with their neighbors and regularly challenged strangers, the crime rate is lower than other sections of the city.

Other communities have secured the cooperation of taxi drivers, public utilities employees, and others whose vehicles are equipped with two-way radios. They volunteer to report suspicious circumstances, and to assist in locating wanted persons. In other localities, Citizen's Band radio clubs and motorists equipped with cellular telephones help to serve as additional "eyes and ears" for the police.

Crimeline Programs

Since their beginnings in Albuquerque, New Mexico, the concept of Crimeline programs has spread across the nation and the western world. These programs involve a community citizen board working with the police department to sponsor cash awards for citizen tips that result in the solving of crimes. The police department staffs a dedicated telephone line and encourages people to phone in such information, guaranteeing them anonymity if they desire it. The

Crimeline board will usually designate the unsolved "Crime of the Month" and publicize it widely.

Spinoffs of this program include so-called "REDDI" lines where citizens are encouraged to call a toll-free Highway Patrol number to report drunk drivers spotted on the roads, and "Most Wanted" TV shows which present re-enactments of unsolved crimes and descriptions of wanted criminals and missing persons.
All of these programs, when properly managed, have shown tremendous results.

Citizen Auxiliaries

Because regular police manpower is not always sufficient to handle special events, peak periods, and the emergencies which arise from time to time, many departments form citizen auxiliaries to supplement their regular staffs. In some agencies, the volunteers are strictly non-paid. Others are required to donate a certain number of hours per month to training, or to riding with a regular officer, and are paid an hourly rate for any additional scheduled duties. If auxiliary members are carefully selected, well-trained and properly supervised, they can be a distinct asset to any department. In addition to the extra manpower they bring to the job, they bring a diversity of skills. They can be a boon to community relations. They come from all walks of life, and are able to use their first-hand knowledge of the police department to squelch rumors and misconceptions their friends and associates may hold regarding the police.

Cadets and Interns

By hiring high school students for summer work as cadets within the department, and employing college students as interns or in work-study programs, law enforcement agencies interest qualified persons in future police careers, and widen their recruitment pool. Cadets and interns provide positive feedback about the police department to their peers.

Bicycle Registration Programs

Bicycle registration programs reduce the growing incidence of theft of bicycles, and aid in the recovery of stolen bikes. Many police departments combine the annual bike registration period with a free safety inspection or safe riding contest. Prizes are donated by local bike dealers or service clubs. Such activities give police officers an additional opportunity for friendly contacts with youngsters.

Adult Bicyclists

There is a growing popularity of the bicycle as a means of personal transportation and recreation for adults in this energy and health-conscious society. Unfortunately, some police officers and motorists fail to understand the unique interactions that arise between motorists, bicyclists, walkers, and joggers who share the transportation system. Some of the archaic traffic ordinances that pertain to bicycling may actually create, rather than prevent, unsafe conditions. Cyclists, by proper positioning of their bike in the roadway, can give a clearer and safer indication of the intention to merge with traffic or make a turn than they can by making a hand signal, which may cause them to lose their balance on the bike. Stubborn insistence that cyclists ride only on bicycle paths fails to recognize the overwhelming weight of accident statistics. They indicate that more car-bike collisions occur when bicycle paths merge with the highway than where all

bicycles are using the road. Bicycle paths are frequently littered with broken glass and other debris, and those which go through parks often serve as hangouts for perverts and youth gangs. Instructors in safe cycling techniques insist that in locations where bicyclists can keep up with the flow of traffic, they are safest when riding where they are the most visible, i.e. occupying a traffic lane.

Bicycle Patrols

Some police departments have equipped their patrol officers with bicycles as a response to the increased cost of gasoline, and to provide swift, silent patrol of residential areas or parks. Besides improving the health and physical fitness of the officers who ride them, bicycle patrols achieve surprisingly good relations with the citizens, especially the youth in the area.

School Safety Patrols

The American Automobile Association cooperates with law enforcement agencies and schools in the sponsorship of school safety patrols. Children are given reflective traffic belts and badges, and receive instruction from police personnel in assisting at school crossings.

These programs relieve regular officers from routine duties at some school crossings, and permit them to concentrate on other duties. They also teach youngsters a sense of responsibility and give them a chance to get acquainted with police officers. At the conclusion of the school year, some departments sponsor an awards dinner in cooperation with the school lunch program, inviting parents to attend and see their children receive trophies or certificates of appreciation for their participation in the program.

Hunter Safety Classes

In many states, the State Fish and Game Department encourages local police to conduct hunter safety classes. These are a requirement before a person can obtain a hunting license. Using instructional materials developed by the National Rifle Association, the police are able to meet many children and their parents, and to stress safe firearms handling and a respect for the rights of property owners.

Speaker's Bureaus

Police departments should make their personnel available to community groups and service organizations, and provide speaking programs for meetings and gatherings. Such assignments give the police officer an excellent forum to inform influential segments of the community as to the problems of law enforcement, and to solicit their support and assistance. In the next chapter, we will provide tips for officers who are given such a public speaking assignment.

Ride-Along Programs

Some departments encourage citizens to sign up for a tour of duty as a passenger in a squad car. This gives the citizen a "bird's-eye view" of police work, and is designed to increase public

understanding of the police mission. Such programs must be carefully organized to minimize the potential danger to the citizen rider. Riders should sign waivers approved by the police department's legal officer, holding the municipality and the individual officers blameless should an accident or injury occur. Officers assigned to such duty should be volunteers who have demonstrated outstanding ability to relate to people, and who are enthusiastic about their jobs.

Courtesy Cards

In Hialeah, Florida, police officers on patrol, when not occupied with other duties, were told to check parked cars for open windows, move bicycles left near the curb to the porch, or lock open fences and leave a courtesy card with their names on it. Other departments welcome requests to check vacant seasonal dwellings or to check the homes of persons who are away on vacation.

Community and Neighborhood Policing

Many large and medium-sized cities have adopted various community policing and neighborhood policing schemes, which seek to decentralize decision-making to the cop on the beat, and encourage the officers to work more closely with citizens and neighborhood groups to make neighborhoods safe and more inhabitable. The neighborhood officer then becomes an advocate for the community with the outside world.

Sometimes, this is accomplished through Neighborhood Team Policing, where self-contained squads of both patrol personnel and investigators commanded by a Sergeant, take responsibility for policing an area 24 hours-a-day, and set their own priorities, based on the concerns of the citizens. At other times, one or two officers are assigned permanently to a beat or shift, to become better acquainted with the citizens.

In Flint, Michigan, a re-emergence of foot patrols suppressed minor street crime and led to improved police-community relations. Most importantly, it was found to have reduced citizen fear of crime, which sociologists feel is as harmful to the public as crime itself.

Special Events

In Edgewater Township, New Jersey, police distributed surplus candy donated by local supermarkets to children at Halloween. They gave lectures at local schools to deter vandalism and urge young hobgoblins who "trick or treat" to thoroughly examine all food they were given before eating it. In Concord, New Hampshire, officers carried a supply of sugarless chewing gum to hand out to "trick or treaters" on the street. As one Edgewater Township officer put it, "Each time an officer takes a moment to caution about a bicycle left out all night, mentions the danger of not having a clearly marked house number in case of emergency, takes a minute to permit some children to sit in the patrol car and examine its equipment, closes an open car window and locks the door, spends time answering some questions, steps down from that lofty pedestal of an anonymous superperson to show that he or she is just like any neighbor and is human, we win over another mind."

Each law enforcement agency must develop its own philosophy and set of values, consistent with the desires of the community it serves. The agency should then set goals and objectives which include fostering good police-community relations. These goals must be transmitted to officers on the street. Formal programs should be developed to augment every officer's informal, ongoing efforts to enlist the cooperation of the community in an effort to reduce crime and make the community a safer place in which to live, work, and play.

DISCUSSION TOPIC - CHAPTER 12

In Atlanta, Georgia, the Department of Public Safety under former Director Lee P. Brown, developed a comprehensive "anti-crime action plan" which consisted of specific, detailed goals and objectives for reducing the city's crime rate. Among these goals and objectives were numerous tactics aimed at utilizing public support to reduce crime. Some typical examples were:

1. There was cooperative effort with the city administration, city council, and Department of Public Safety to develop a set of ordinances designed to maximize the effectiveness of the city's resources in combatting crime, including an ordinance penalizing business establishments which generated a high rate of false burglary/holdup alarms; a plan was made to allow police officers living in the city to drive marked cruisers back and forth from work to increase availability and patrol visibility; an ordinance prohibiting public drinking and one providing penalties for disorderly conduct were enacted.
2. The Atlanta Bar Association was asked to study the local crime problem. As a result, the ABA provided free legal service to police officers threatened with lawsuits arising out of line-of-duty incidents.
3. A set of city building ordinances to require the incorporation of crime prevention features into future commercial building projects was proposed.
4. The Atlanta Religious Mobilization Against Crime (ARMAC), was formed, consisting of area clergymen, to establish a group to mobilize the religious community to reduce the incidence of domestic violence.
5. A domestic crisis intervention program was set up, with police officers, civilian intervention specialists, and clerical personnel. Intensive training was given to police personnel in the techniques of crisis intervention.
6. A "target hardening/opportunity reduction program (THOR)" was begun to provide business people with information about techniques and methods for minimizing their chances of becoming a holdup target.
7. A "drop in" program was begun in each police zone, requiring the beat officer to specifically visit during each shift, locations of high robbery risks such as banks, jewelry stores, and convenience stores.
8. A rape prevention campaign was established through the media, to inform women of methods, behavior and habits to prevent rape.
9. A "citizen alert" program was instituted, using utility companies and other radio and cellular phone-equipped businesses and city agencies to observe criminal behavior and report to the police by phone or through their own dispatchers.
10. A "neighborhood watch" program was organized, and residents were trained to observe and report any unusual activity in their neighborhood to the police.
11. A media campaign was devised to stress the seriousness of shoplifting as a crime against the consumer.
12. High-school educational materials were developed to remind students that "joy riding" is a serious crime.

13. A campaign was begun to inform the public of the arson problem and to solicit community participation in arson prevention efforts.
14. Extra uniformed officers were assigned downtown, to address the problem of derelicts, who were often involved in petty thefts and disturbances.
15. The ARMAC sponsored a "crime prevention month," highlighted by a march against crime in which over 5,000 residents participated.
16. A campaign was begun to stress that downtown Atlanta was a relatively safe city and to reduce the public's fear of crime.

STUDY QUESTIONS - CHAPTER 12

1. What do we mean when we say that the police officer can act as his or her own "Welcome Wagon?"
2. What is an "Operation Identification" program, and how does it work?
3. What is "target-hardening?"
4. What are "block-watchers?"
5. What is the potential danger in encouraging citizens to secure their own property, but failing to enlist them in group crime prevention activities?

CHAPTER 13

TELLING YOUR STORY TO THE PUBLIC

> The liberty of the press is the palladium of all civil, political, and religious rights of an Englishman.
>
> Junius

An effective public information program ensures that accurate facts concerning the police department and its activities reach the broadest possible cross-section of people. The larger the community, the more difficult it is for the police to rely on sporadic efforts or word of mouth to tell of its accomplishments, and to squelch harmful rumors or unjust criticism. One individual within every police department should be given the responsibility and the necessary authority to act as its public information officer.

RELATIONS WITH THE MEDIA

The public is influenced by what they see and hear about a law enforcement agency. Radio, television and newspapers serve as the eyes and ears of the vast majority of citizens. Law enforcement needs proper media coverage in order to develop broad public support.

In his book, Public Information and Law Enforcement, M. Carter Mitchell, former Public Information Officer of the Tacoma, Washington, Police Department, made the point that 15-20% of broadcast time on the average TV newscast, and 15% of the space in the average daily newspaper is devoted to news of crime and law enforcement. Thus, a substantial segment of the public is exposed to news of the police department and its activities, good or bad.

The police cannot rely on the media to provide balanced coverage of police news by themselves. The media are occupied each day with many other newsworthy events. Newsprint and radio or TV time are costly, and stories must compete with one another for time and space. Providing the media with channels of rapid access so they can confirm fast-breaking stories, informing them of opportunities for human interest stories, and keeping up a steady flow of press releases, enables the department to get and keep the media's attention.

Most journalists take their duty to the public very seriously, and will not simply regurgitate the information which is fed to them. They will investigate, interview, and dig for the "story behind the story." Another characteristic of reporters is that they not only need all the news - they need it now! Although reporters sometimes tend to get "in the way" at the scenes of emergencies, like the police officer, the reporter is a professional with a job to do. He or she is under tremendous pressure to meet deadlines and be the first to file a story. Arrangements should be made to give reporters with proper credentials priority access through police lines at the scenes of emergencies whenever practicable.

The Public's Right-to-Know

Many states have "right-to-know" and "sunshine" laws, which guarantee public access to information regarding governmental agencies, including the police. Police officers should become familiar with the laws of their state and the policies of their department with regard to

the public's "right-to-know." Arrest reports, crime reports, police logs, and statistical reports in many states are now public records. Conversely, disclosure of information such as the names of juveniles who commit crimes, is usually prohibited and may even carry a criminal penalty. Certain information, such as confessions or admissions given by an arrested person, if released to the press, may prejudice a defendant's rights, and make jury selection difficult. Only a thorough knowledge and understanding of what can and cannot be released will enable police officers to defend against accusations of unreasonably withholding information or engaging in a "cover-up" on the one hand, or wrongfully releasing sensitive or prejudicial information on the other.

In small communities where police logs are public information and synopses of them are printed in the daily or weekly newspaper, citizens may be reluctant to call the police with information or to make complaints, for fear they will see their names in print. Some departments find it is possible to arrive at a working agreement with the press by briefing them "off the record" to maintain investigative confidentiality in sensitive matters. Such agreements will only work in a carefully developed atmosphere of mutual trust.

THE PUBLIC INFORMATION OFFICER

If a department is of sufficient size to employ a full-time public information officer, a variety of duties can be assigned to this position, whether it is occupied by a civilian or by a sworn officer.

These duties may include any of the following:

1. Preparation and release of all information about the agency.
2. Briefing sessions about important cases, events, and activities.
3. Release of human interest stories and photos concerning the department and its officers.
4. Helping the Chief develop guidelines for the release of information.
5. Maintaining a clipping file of all news stories and letters to the editor about the department and its members, to help monitor public reaction.
6. Issuing regular, routine news releases regarding traffic safety, crime prevention, promotions, etc.
7. Answering correspondence and requests for information from the public.
8. Preparing the department's annual report, or editing a departmental newspaper or magazine, or presenting a periodic program on local cable TV.
9. Arranging for interviews of key personnel on radio and TV talk shows.
10. Preparing brochures and pamphlets on crime prevention, public safety and other topics for public distribution.
11. Arranging for public service advertising campaigns to promote departmental programs and goals.
12. Responding to requests for officers to speak to civic groups.
13. Serving as an official host for tours of police headquarters, "open house," etc.
14. Preparing biographical sketches of department personnel.
15. Assisting command personnel at all press conferences and interviews.
16. Preparing speeches and visual aids to be used by other department personnel.
17. Issuance of photo I.D. credentials to bona fide media representatives, to permit them to pass through police lines.

THE PRESS RELEASE

Press releases are written in an inverted pyramid style, with the most important facts presented first. The succeeding paragraphs provide more detail but in descending order of importance, so that the story can be more easily cut and edited. With the inverted pyramid style, an editor can chop off paragraphs at the end as necessary to fit the space available, without the necessity of rewriting the entire story.

Generally, news stories begin with a strong lead paragraph, which consists of one or two sentences containing a brief synopsis of the story, including the vital "five W's and H" - who, what, where, when, why, and how.

The lead paragraph must be written to pique the reader's curiosity for the remainder of the story. It must enable a headline to be written quickly and easily, so there is continuity between the headline and the story.

Complex sentences with a minimum of punctuation are the preferred journalistic system. Each paragraph after the lead paragraph should cover a single subject. Police terminology, such as military or slang terms for specific offenses, should be avoided.

Feature, or human interest stories are written in a similar manner, but allow more flexibility. They permit you to experiment with a more creative style. The human interest angle should be brought out early in the story. Many of the routine duties in an officer's day contain sufficient humor or pathos to make a suitable feature story, which will call public attention to the human side of law enforcement.

Press releases should contain a release date, and the name and telephone number of the person in the department to contact for further information. The title of the release should appear at the top in capital letters, and the end of the text should be clearly marked. All media representatives should receive their release at the same time, to avoid the appearance of favoritism.

When photos are submitted with a news release, eight-by-ten inch glossy black and white enlargements make the clearest reproductions. Each person appearing in the photo should be identified from left to right, and no one should be identified unless their face is showing.

Fast-Breaking News

Radio and TV are especially time-sensitive. They must broadcast the news soon after it happens, or it becomes "stale" and they cannot use it. Frequently, camera crews arrive at the scenes of crimes or accidents before the police. Keeping the names of victims from them before next of kin are notified often becomes a sore point between the police and the press, but is nevertheless advisable.

Since most news program formats allocate only 60 to 90 seconds to a story, releases for the electronic media must be particularly concise and brief, with supplementary phonetic spelling given for any difficult or unusual names. Basic information on crimes and accidents should be made available to desk officers for release as soon as possible, to enable news media to meet

deadlines and avoid the appearance that this information is being deliberately made inaccessible to them. Some police departments maintain teletype, electronic mail or FAX connections with local media outlets, and notify them
at once of potential news stories. The knowledge that they will receive prompt and full information on breaking news events tends to improve relations between the police and the media.

Public Service Announcements

Commercial radio and TV stations are required by Federal Communications Commission rules to set aside a certain amount of broadcast time for public service announcements. Law enforcement agencies can frequently produce video or audio tapes, and provide them to a station to promote a special project or campaign. The usual formats are ten, twenty, or sixty seconds in length. A local sports star, a visiting celebrity or a professional announcer can sometimes be persuaded to "cut a tape" for you, free of charge.

Cable TV channels also provide time for local community groups to air "homegrown" programming, as part of their franchise agreement with the local government. Some police departments produce weekly or monthly "shows" that focus on unsolved crimes, recruiting campaigns, panel discussions, or citizen "call-ins."

RELEASE OF INFORMATION

The police must be circumspect in releasing information pertaining to crimes and arrests. They should not hamper an on-going investigation or give a defense attorney cause to have charges dismissed on grounds that community prejudice against the defendant has been so inflamed as to make it impossible to select an impartial jury.

As a general rule, when a crime has been committed, you may safely release the normal information of who, what, where, when, and how. It is usually permissible to reveal the identity of the investigating agency or officers, and to confirm that an investigation is in progress. Descriptions or complete sketches of wanted suspects should be released only if they will aid in an apprehension. Appeals for witnesses to come forward are frequently fruitful.

Any information likely to be known only to the person who committed the crime should be kept in confidence. This will assist in detecting "phony" confessions which are forthcoming from the people in nearly every community who have a compulsive desire to confess to crimes they did not commit.

Information which might hamper the investigation, such as a suspect's name, or the name of a witness, should not be released. Likewise, the names of victims of sex crimes or of juvenile suspects should not be released. Once a suspect has been arrested, this fact may be made known. When someone has been formally charged with a crime, you can usually reveal the person's name (unless prohibited because he is a juvenile), age, address and occupation; the time, date, and place of arrest; the names of the arresting officers, the violation charged; and whether or not the suspect resisted arrest.

No confessions or statements to the police, nor the fact that such statements were or were not made, should be released, as they could be prejudicial if read by potential jurors. Likewise, no

police personnel should ever issue an opinion or speculate as to the suspect's guilt or innocence, as this could be highly prejudicial to the suspect's right to a fair trial, and lead to mistrials and innocent verdicts against guilty persons. Although the police cannot generally prevent news photographers who may be present where a prisoner is being conveyed through a public area from taking candid photographs of the prisoner, they should not prevent the prisoner from turning away or hiding his face if he chooses to do so.

PUBLIC SPEAKING

Police officers should welcome the opportunity to appear in public, and to speak before community groups. Such appearances give you an excellent opportunity to put your message across in person, and give the public a chance to see you in a non-punitive setting as articulate, well-informed persons.

A talk should be well-prepared in advance. Decide what the purpose of the talk is to be: to entertain, to inform, to instruct, or to persuade. Next, consider the type of audience. What is the average age of the audience? What are their interests? A brief outline listing the major points you wish to get across should be drawn up, geared to the specific audience. You should then conduct sufficient research to marshal the facts needed to support these points.

After preparing the talk, you should deliver it in front of a mirror several times until thoroughly familiar with it and aware of how much time it will take to present. Generally, a talk should be kept to about 15 minutes, with time allowed for a question-answer period afterwards.

Rather than reading from a prepared text or memorizing the entire talk, you should utilize notes made on three-by-five inch index cards, containing a brief outline of what you intend to say. The topic should be sufficiently narrowed down so the speech is as brief, concise, and interesting as possible.

Delivering the Speech

A good speech begins in an attention-getting manner, and states the theme of the talk. You then expand on this theme, using anecdotes and statistics to keep the audience's attention and to enhance your credibility. Only use humor if it is in good taste, relevant, and if you feel comfortable with it. There is nothing as demoralizing to a speaker as a joke that no one else appreciated. Ethnic humor is in particularly poor taste. Each major point in the speech should be summarized and restated briefly at the end of the presentation. When you have said what you came to say, you should conclude and sit down, not ramble on for a long time.

Look at the audience, picking out one or two persons to establish eye contact with. Speaking slowly, clearly, and distinctly, you should use natural gestures and avoid nervous mannerisms. Audiovisual aids such as movies, a blackboard, overhead transparencies, or flip charts are useful to hold audience interest and to clarify complicated topics.

USING ALL AVAILABLE TOOLS

The public information officer should make use of all available tools to reach the public and enlist their support for vital police programs. Methods which have frequently proved successful include the following:

1. Distributing police emergency telephone numbers on fluorescent stickers for pay phones and residential phones.
2. Distribution of bumper stickers, pins and buttons.
3. Public displays at shopping centers, county fairs, and trade fairs.
4. Distribution of fliers and handbills.
5. Outdoor billboard advertising.
6. Distribution of book covers or coloring books to school students.

Whether as a small-town chief you act as your own public information officer, or you belong to a large department which has a bureau established for this purpose, intelligent use of the media and the development of good relations between the police and the press can be crucial to the enhancement of the police image.

DISCUSSION TOPIC - CHAPTER 13

A UPI dispatch concerning a fatal fire at a Las Vegas hotel was headlined: "Police Say Confessed Arsonist Got 'Kick' From Hilton Blaze." Following are the excerpts from the UPI dispatch:

LAS VEGAS, (UPI) - A hotel busboy confessed Thursday that he set the Las Vegas Hilton fire that killed eight people but claimed it was an accident that occurred "while he was engaged in a homosexual act," police said.

John Doe, twenty-three, was charged with murder and arson in Tuesday night's $10 million fire which injured 300 people and forced evacuation of 4,000 guests from the nation's largest hotel.

A homicide bureau spokesman said Doe admitted he touched off the $10 million fire "while he was engaged in a homosexual act with a man he identified as 'Joe'."

The homicide bureau said it had a signed statement from the suspect, who has previously worked at several other Las Vegas hotels, including the MGM Grand where a fire last November killed eighty-four people.

Doe told police he was engaged in a homosexual act on the couch in the lobby on the eighth floor, when the marijuana cigarette he was smoking ignited nearby drapes. The police said the suspect insisted it was an accident, and said it was true the busboy called security when the fire broke out, and that he denied knowledge of three other arson incidents that occurred in the hotel while firemen were fighting the main fire on the eighth floor.

The suspect underwent a lie detector test, police said, and "he failed miserably."

The detective said police have no idea who the busboy's homosexual partner was, "if indeed there was one."

Investigators believe Doe, who had held various low-level casino and hotel jobs and usually was fired from them, set the fire deliberately for "sensual gratification."

He was ordered held without bail Thursday to face eight murder charges as well as arson.

"Investigators believe the motive was sensual gratification, apparently some kind of sex hangup," one source close the investigation told the UPI, "He just stood there and watched it burn."

Doe was questioned along with several other persons at the fire scene Tuesday night. He was called back to the police station on Wednesday, interrogated for two hours, and then booked on charges of arson and homicide, police said, after they found inconsistencies in his statements.

* Name substituted for actual name used in UPI release.

(Does this release follow the recommended guidelines on the release of information at the time of arrest? Use a proper news style and rewrite the release as though you were preparing a news release for your police department on the incident.

STUDY QUESTIONS - CHAPTER 13

1. What is the "inverted pyramid" style of news writing?
2. What is a "feature story" and how does it differ from a straight news story?
3. What percentage of the average TV newscast is usually devoted to police or crime news? What percentage of the space in a daily newspaper is devoted to this type of news?
4. What are "public service announcements" on radio and television?
5. What typical duties should be assigned to a police department's public information officer?

CHAPTER 14

THE EFFECT OF DEPARTMENTAL POLICIES ON COMMUNITY RELATIONS

> No physician, insofar as he is a physician, considers his own good in what he prescribes, but the good of the patient.
>
> Plato

How does a police administrator who is determined to improve community relations, steer the department toward improved sensitivity to the needs and desires of the citizens? What techniques can be utilized, what incentives offered, and what controls established to exert a positive influence on the behavior of the individual officer? The rules, regulations, guidelines, mission statement and operating procedures issued by the Chief are the most effective means to ensure that the police ship sails in the desired direction.

WRITTEN EVALUATIONS

Progressive police administrators generally agree that it is sound policy to require the periodic completion of formal personnel evaluations on all police employees, including supervisors and commanders. It is important that an employee have feedback as to what the immediate supervisor thinks of the officer's job performance. Good employees need a regular "pat on the back" and the security which comes from knowing that their work is appreciated. Substandard employees need to be told what is expected of them, and what they must do to improve their performance. Once completed, evaluations should be discussed one-on-one between the supervisor and the employee, and a mechanism should be provided whereby an employee can appeal an evaluation which is perceived as unfair.

Despite being committed to the principle of periodic employee evaluations, many police administrators fail to realize that such an evaluation system can also be used to set and enforce standards for employees in their relationships with the public, if the forms are properly structured. By rating employees on items associated with their ability to get along with the public, and by letting them know that poor ratings in these areas will be taken into account when promotions are made, employees will have a strong incentive to improve their community relations skills.

GOALS AND OBJECTIVES

Each law enforcement agency should have a formal, stated mission and value statement, and goals and objectives should be developed and periodically updated to fulfill that mission. Members of the department at all levels should participate in the formulation and updating of these items. The police administrator should disseminate them throughout the department, and conduct periodic inspections in order to determine that they are being observed, and that they remain realistic and achievable as circumstances and conditions change.

By making sure that such values, goals and objectives strongly emphasize the department's commitment to good police-community relations, the police administrator makes the police, the

political establishment, and the community at large, aware of this commitment. These written policies serve as a "road map" for the management of the department.

CITIZEN INVOLVEMENT

In addition to soliciting input from the employees, it is a wise administrator who also invites representatives from various segments of the community to participate in these goal-setting exercises. More than at any previous time in our history, citizens are expressing a genuine desire to have a part in shaping the policies of their law enforcement agencies.

Writing in the Journal of Police Science and Administration, Professor Gene E. Carte of Trenton State College, Trenton, New Jersey, compared a 1938 survey published by Spencer D. Parratt, with a survey he conducted himself thirty years later, showing changes in public opinion toward police organization and practices over the years. The Parratt study, as published in the Journal of Criminal Law and Criminology at that time, indicated strong public support for reform measures such as the increased use of technology, better police training, and freeing the police from the corrupting influence of local politics. Citizens showed little interest at that time in becoming involved in the mechanics of police policy-making, however.

Carte's later study, conducted in Alameda County, California, indicated that the public had become more concerned with fair treatment of minority groups, and with police regard for individual constitutional rights. The Carte study also demonstrated increased citizen interest in participation in the formulation of police policies, especially those dealing with drug and alcohol abuse. Preference emerged for a highly visible, non-mechanical form of police patrol. The use of lethal weapons emerged as a sensitive police area, although it was aimed more at limiting police use of deadly force than at "disarming" the police. There was strong support expressed for both minority recruitment and police unionism. There was less opposition to the concept of individual police officers participating in partisan politics. Although they expressed a desire to participate in most aspects of police policy formulation, the respondents appeared to favor independent exercise of police expertise in the area of traffic enforcement policies. Although admittedly limited to a small sample (418 residents) in one geographical area of the county, Professor Carte's survey was another indication of the modern tendency for citizens to want their police departments to be a part of, not apart from the community.

RULES, REGULATIONS AND POLICIES

Once a mission statement and goals have been established, and the officers know that their attitudes toward the community will affect their employee performance ratings, it is necessary to develop standard operating procedures aimed at uniform, fair treatment of the public. Some policies are obviously more important to community relations than others. The most sensitive ones are:

Policy on Deadly Force

Some estimates place the number of victims of police use of deadly force as high as 600 a year, with minority victims accounting for 50% of this total.

In the largest number of cases, the person who is shot is black or Hispanic. The victim is usually young, and in many cases the incident is a non-felony, and he was unarmed. In the majority of

instances, it is ruled that the police officer acted legally, and no punitive action is taken either by the department or in the form of court prosecution.

Regardless of the justification for the shooting, when the victim is youthful or is a member of a minority group, serious tensions may arise between the police and some segments of the community. Accusations that the police have "one trigger finger for whites and another for minorities" may be voiced.

Aside from the impact on police-community relations, there are always multiple victims of a police shooting; the victim, the victim's family, and the officer and the officer's family, who must live with the memory of the incident for the rest of their lives.

As important as it is to control the indiscriminate use of deadly force, it is equally vital that these policies not be so complicated or restrictive that an officer needlessly dies because he or she hesitates to make that split-second decision which could save the officer's life or that of an innocent citizen.

Law enforcement officers of all ranks, both full-time and part-time, should be required to qualify periodically with each weapon which they are authorized to use. Those who fail to qualify should not be permitted to carry firearms. Such training should include classes on the ethical and legal aspects of the use of deadly force, and a detailed presentation of the relevant departmental policies. Actual range training should include both day and night firing, firing under conditions of stress, and "Hogan's Alley" or "shoot-don't shoot" situations. Technological advances such as computerized, laser firearms training simulators enable departments to expose their officers to a variety of realistic situations within a short time frame without expending large quantities of ammunition, to correct errors in responses, and make a permanent record of training accomplished.

In many states, the law allows you as a police officer to use deadly force to apprehend a fleeing dangerous felon, if you have identified yourself as a police officer and all other means to effect the apprehension have failed. In other states, you must reasonably believe your life or the life of another is in danger. In addition to the specific law, it behooves a police department to lay down its own policies to minimize the shooting of unarmed persons, or those who have not committed crimes of violence.

Accidental shootings in circumstances such as tension-filled drug raids sometimes take the lives of innocent persons or even other officers. Police departments should develop protocols for conducting these raids, and training should emphasize that officers should keep their fingers off the triggers of their weapons until the weapon is pointed at a target and the officer has a legal right to fire.

Department policies should restrict the types of weapons, ammunition and holster used to standard issue. They should require the recording of serial numbers and obtaining test bullets from all on-duty and off-duty police weapons.

Policies as to when deadly force can be used should be consistent with state law, and not so complicated or restrictive that they remove all discretion from the officer facing an emergency situation. They should strictly prohibit the firing of so-called "warning shots," and firing at persons who have committed misdemeanors, except in self-defense or defense of the life of

another. Firing at felons should be limited to the most serious crimes and the most urgent circumstances, except where the felon is armed and likely to use deadly force.

Officers should be required to file a formal report whenever they discharge a firearm in the line of duty, and a prompt internal investigation should result from all cases where a suspect is killed or wounded. Such investigations should determine if the law or department policy was violated. The results of such investigations should be made public. Discipline should be swift, certain and fair, where it has been determined that an officer acted improperly.

The use of force in civil disorders must also be carefully controlled. There are three major problems involved in the use of deadly weapons in civil disorders: the risk of killing or wounding an innocent person; justification for the use of deadly force to suppress property crimes such as looting; and the fact that excessive force, or even the inappropriate display of weapons, may sometimes be inflammatory and lead to even greater disorder.

Because a police officer's club or baton can also be a deadly weapon if improperly used, periodic training in the use of hand impact weapons and in defensive tactics should be given to all officers. The thickness of the human skull varies greatly from one individual to another. A relatively light blow to the top of the head can be lethal to some persons. Blows to the head generally cause wounds which bleed profusely and make the person appear to more seriously injured than he is. Blows to the side of the neck or to the collarbone have also been known to be lethal under some circumstances. A person is usually subdued more easily if an impact weapon is used like an extension of the officer's fist, and the blows are directed at the solar plexus, shins, forearms, or other less vital areas of the body.

Non-Deadly Force

Despite recent scientific advances, the police lack many safe, nonlethal weapons. At one time, perhaps the closest thing to such a weapon was a form of tear gas which was carried in a canister on the officer's belt, and sprayed to subdue a subject. If officers are equipped with tear gas, it should be regarded as a weapon, and standard operating procedures should spell out when and how it is to be used. The effects of tear gas vary with the individual. Some persons are very susceptible to it, and will be momentarily unable to catch their breath or to see, enabling them to be subdued with a minimum of force. Others, especially drunks and deranged persons, sometimes put up strong resistance despite the effects of the chemical. Tear gas should never be sprayed directly in a suspect's face, but should be aimed at chest level, enabling the fumes to waft upward toward the eyes. Treatment for exposure to tear gas consists of washing the affected area with cold water. The suspect should be advised not to rub his or her eyes, as this only makes the effects last longer.

A product known as Cap-Stun®, and similar competing brands, consisting of a pepper-like active ingredient, oleoresin, have emerged as another non-lethal alternative. Like tear gas, Cap-Stun is carried in a pressurized canister on the officer's belt or key chain, and is sprayed at an attacking subject. Unlike tear gas, it is sprayed directly in the eyes. It acts on the mucous membranes and causes a temporary inability to breathe freely. It results in almost immediate incapacitation, which lasts up to 20 minutes. Unlike tear gas, it appears to be effective against drunks and deranged individuals, and also animals. Thus far, there is no evidence that, properly used, it will cause death, even in persons with cardiovascular problems. The treatment is to immediately flush the affected areas with cold water.

Electronic stun-guns and shock batons are used by some agencies, especially to subdue resisting prisoners in lockups. The Taser (Thomas A. Swift Electric Rifle), which fires a dart attached to an electrical connection, is used against particularly violent persons, such as those under the influence of crack or P.C.P. Although the manufacturers claim that these weapons will not cause death, even to persons with heart conditions, the tests they rely on have been performed on animal tissue, not human subjects. Because of the brutal image and possible misuse of the weapons, if it is necessary to issue and deploy them, it should only be after extensive training and the adoption of restrictive policies detailing when and on whom they can be used, and providing severe penalties against officers who misuse them.

Policy on High-Speed Driving

Another tragic occurrence which inflames public opinion is when a death or serious injury results from a high-speed police pursuit of a fleeing violator, or when a traffic crash occurs during an emergency run by a police vehicle. Sometimes the victim is the violator, sometimes a police officer, and sometimes an innocent third person. Because high-speed driving is so dangerous, it is mandatory that every agency publish clear-cut guidelines for its personnel, delineating when pursuits and emergency runs are permissible, and how they are to be conducted.

Like a policy on deadly force, a pursuit policy must first take into account the state law regarding when police vehicles may exceed the speed limit or disregard the rules of the road. In most states, the officer must be responding to an emergency call or pursuing an actual or suspected violator in order to be exempt from these rules. Statutes differ as to when audible or visual warning devices, or both, must be used. Such laws usually expressly state that they do not relieve the officer of the necessity to drive with due regard for the safety of other road users.

Any pursuit policy, while based on state law, should also place other reasonable restrictions on high-speed vehicle operation. It should not be written so inflexibly as to remove all officer discretion. In some rural areas, radio communications and roadblocks may be ineffective, and a flat prohibition on chases could result in many more motorists attempting to flee, and could encourage disrespect for law and order.

At a minimum, a pursuit policy should require the pursuing officer to weigh the circumstances of the violation and its seriousness, the condition of both the officer and the police vehicle, and the road, weather and traffic conditions, before deciding to pursue. It should also state that a pursuit should be reevaluated as it progresses, and should be broken off if any of these conditions become unfavorable. Radio communications should be initiated immediately, and continuously maintained during the chase. Shooting from, or at, a moving vehicle should be strictly prohibited. Only one police vehicle should do the actual pursuing, with the others following at lower speeds.

Policies should be very specific as to when and if such forcible stopping tactics as blocking off a road, "boxing in" a suspect's vehicle to force it to stop, or attempting to force if off the road, are permitted. They are extremely dangerous to officers and suspects alike. Because motorcycle riders and passengers are so much more vulnerable to death and serious injury, some departments set different limitations on pursuit of, or by, motorcycles. Stopping tactics that have

a high probability of resulting in death or crippling injury to a suspect should only be used against persons who are subject to the legal use of deadly force by the police.

On the theory that someone not directly involved can render a more objective and dispassionate judgment, some law enforcement agencies require that the Watch Commander totally regulate all high-speed pursuits by radio from headquarters, including the decision to break off pursuit. Other departments distinguish between "moderate-speed" (up to 20 mph above the limit) and truly "high-speed" pursuits, and allow the latter only when pursuing persons suspected of dangerous felonies.

Other Driving Dangers

Other issues relative to the use of police vehicles are also proper for policy regulation. The dangerous practice of escorting private citizens or other emergency vehicles at high speeds is one example. Few citizens are skilled at high-speed driving, and motorists who have yielded the right-of-way upon observing an emergency light or siren generally do not expect a second speeding vehicle to be behind the first. Another controversial issue is limiting the speed at which cruisers can respond to traffic accidents and other emergencies. Policies can also be set up to regulate fuel conservation measures, off-duty or personal use of police vehicles, and a host of related areas where abuse is of great concern to both the department and the community.

Actual hands-on training of police officers in emergency driving techniques should supplement classroom lessons. Emergency driving simulators have emerged as a new technology which will enable police officers, like airline pilots, to simulate emergency procedures without personal risk or damage to expensive equipment. The International Association of Directors of Law Enforcement Standards and Training (IADLEST), has published a comprehensive manual on police emergency driving practices, which is highly recommended.

Police Vehicle Crashes

All crashes involving a police vehicle should receive an impartial investigation by a supervisor or by another law enforcement agency, with later review by a departmental accident review board, with representation on the board from all ranks. Such a board should be authorized to recommend attendance at a defensive driving school, disciplinary action, or commendations for exemplary driving records. Periodic refresher training in emergency vehicle operations should be mandatory for all sworn personnel.

OTHER AREAS OF CONCERN

Other areas where formal policies can have an impact on police-community relations include the following:

1. Establishment of a system whereby citizens can protest unfair treatment or police inefficiency, and be assured that their complaints will be investigated thoroughly and fairly by the department.
2. Policies concerning juvenile court diversion.
3. Rules permitting or forbidding the use of unmarked police cruisers and concealed observation tactics for routine traffic enforcement.
4. Policies regarding the appropriate use of warnings, citations, and physical custody arrests for traffic violations.

5. Policies and training in the proper and accurate use of radar for traffic enforcement.
6. Policies and audit procedures designed to ensure prompt, safe response to all calls for service and proper follow-up on all complaints.
7. Policies defining which factors investigators should consider in deciding when to close unsolved cases.
8. Policies regarding which complaints an officer will be immediately dispatched to handle, and which complaints will be handled on a delayed, walk-in, phone-in or mail-in basis.
9. Policies regarding public and press access to police records and reports.
10. Policies and physical design of detention facilities to minimize the possibility of prisoner escapes and suicides.
11. Requiring the reporting and investigation of all injuries, no matter how slight, sustained by a prisoner during arrest or detention.
12. Policies regarding the questioning and detention of juveniles, notification of their parents when juveniles are to be questioned, and the questioning of students at school.

In fact, nearly every policy, or the absence of such a policy, can potentially affect police-community relations.

Law enforcement agency accreditation, either at the national level through the Commission on Accreditation of Law Enforcement Agencies, Inc., or statewide programs such as those conducted by the New York State Bureau of Municipal Police Services (BMPS), or by the Police Chiefs' Associations in Washington State and Colorado, require an agency receiving accreditation to have written policies that govern its most sensitive operations. One problem with accreditation is that it sometimes leads to the issuance of voluminous documents to police officers, which hold them responsible for understanding and applying, under threat of punishment, complex directives and leave little latitude for creative solutions to the fast-breaking situations officers encounter on the streets. As the accreditation concept comes of age, it is hoped that these regulations can be simplified and focus on reality of the street level, while still insuring uniformity where it is required, yet encouraging innovation at the street level. Otherwise, concepts such as Community Policing will be difficult to implement.

No discussion of procedure would be complete without mention of two additional factors: first, regardless of what policies are in effect, without adequate training, field supervision, and staff inspection capability, there is no guarantee that they will be obeyed. Second, without even-handed discipline which provides rewards for superior performance and humane treatment of all employees, a department runs the risk of creating morale problems which will adversely affect its dealings with the public. Only when officers are enthusiastic and satisfied with their jobs can they become good police "salespersons."

DISCUSSION TOPIC - CHAPTER 14

The law on the use of deadly force by law enforcement officers in one particular state contains the following language:

Section 627:5 Deadly Force in Law Enforcement. A police officer is justified in using deadly force only when he reasonably believes such force is necessary to defend himself or a third person from what he reasonably believes is the imminent use of deadly force, or to effect the arrest or prevent the escape from custody of a person who he reasonably believes has committed a felony, or is using a deadly weapon in attempting to escape, or otherwise indicates that he is

likely to seriously endanger human life or to inflict serious bodily injury unless apprehended without delay, and he has made reasonable efforts to advise the person that he is a law enforcement officer attempting to effect an arrest of those facts. Nothing in this paragraph constitutes justification for conduct by a law enforcement officer amounting to an offense against innocent persons whom he is not seeking to arrest or to retain in custody.

How does this law compare with that in your jurisdiction? Which of the two laws do you prefer, and why?

STUDY QUESTIONS - CHAPTER 14

1. In what ways can policy-making by a police department exert a positive influence on community relations?
2. Which police department policies are the most sensitive from a community relations standpoint?
3. What are the essential elements of a police policy on the use of deadly force?
4. What are the essential elements of a police policy on high-speed pursuit?
5. What factors should be taken into consideration in developing a model police policy on the questioning of juveniles in their homes? In the schools?

CHAPTER 15

THE POLICE AND ORDER MAINTENANCE

> Congress shall make no law respecting the establishment of religion, or prohibiting the free exercise thereof, or abridging the freedom of speech, or of the press, or of the right of the people peaceably to assemble, and to petition the government for redress of grievances. First Amendment, U.S. Constitution

The first requirement for a stable society in which civilization can flourish is that order be maintained. The consistent relationships that enable one to reason and to make logical assumptions about the behavior of others, also allow human activity to unfold at a complex level. The main goal of any government is to maintain order among its people. A free society imposes the additional requirement that this order be a just one. The criminal justice system is the keystone to this just order, the achievement of which sometimes entails limiting individual freedoms.

Defining Order Maintenance

The California Commission on Peace Officer Standards and Training (POST), in developing a peace officer training program known as Project STAR, surveyed over 1,500 police agencies and 6,000 individual police officers, and came up with the following definition of "order maintenance":

> Reducing opportunities for antisocial and criminal activity and deterring crime whenever possible. Maintaining disciplined behavior and self-control, and using the minimum necessary force in confrontations with crowds or individuals. Productively mediating family quarrels and dealing appropriately with persons suffering emotional problems.

The police are always treading the narrow line which divides freedom and order - protecting individual rights while preventing one individual who is asserting his or her own rights from abridging the rights of others. In a country which is based almost as strongly on the tradition of property rights as it is on the tradition of free speech, but for skillful police intervention and dispute resolution, the United States could one day swing from a representative democracy to a more oppressive form of government, out of a well-intentioned but misguided mass hysterical belief that the security of the nation required it. The police officer on patrol, through his or her daily contacts with residents of the community, attempts to deter lawbreakers and maintain an appropriate level of order, while practicing self-control.

DISORDERLY CONDUCT LAW

Disorderly conduct laws typically make it illegal for a person who has a purpose to cause public inconvenience, annoyance or alarm, to engage in fighting, tumultuous or threatening behavior, to make unreasonable noises in a public place, to engage in a course of abusive or obscene language, to make obscene gestures which would provoke a person of ordinary sensibilities, to obstruct vehicular or pedestrian traffic, or to refuse to comply with a lawful order of the police to

move from a public place. Everyone recognizes that there are circumstances when rowdy groups gathering on a street corner interfere with the enjoyment of the streets by others and, unless dispersed, disorder can result. However, in the past the police have been accused of using disorderly conduct laws to drive citizens off the street because these people - young people, blacks, hippies, etc. - did not conform to majority culture values. We have also been accused of using disorderly conduct laws to prevent people from engaging in peaceful demonstrations to express politically unpopular points of view, even though such demonstrations are protected by the First Amendment of the Bill of Rights.

Responding to these accusations, the courts have placed narrower, more restrictive interpretations on the disorderly conduct laws, insisting that they not be so vague and overbroad as to apply equally to both lawful and unlawful conduct. Frequently the courts, deliberating in their calm and unhurried atmosphere, divorced from the passions of the moment and applying abstract legal principles, make rulings which, when translated into the daily situations encountered by the police on the street, balanced justice at the expense of public order.

Although civil libertarians claim such court decisions guarantee that the "disorderly" statutes will not be used to stifle legitimate protest or to prevent minority group members from congregating to express unpopular opinions, we must nevertheless concede that these decisions place serious limitations on the traditional police role in preventing disorder, at a time when the public is increasingly concerned over both the need for safe streets and greater police efficiency. In many neighborhoods small groups of young people with little else to do congregate on the street and sidewalks, and some elderly citizens and young children are afraid to walk past them, and are thereby denied <u>their</u> right to the enjoyment of the streets.

Police deal with troublemakers at a dance hall, control courtroom or airline terminal security, and respond to complaints about the activities of religious sects or panhandlers on the street. They find numerous occasions where, in order to guarantee the rights of those unable to defend themselves, or to prevent others from taking the law into their own hands, they must move people on, or order them to desist from what they are doing. The attitude of the individual officers and the human relations skills which they apply to the issuance of such an order are as important as their legal authority, if they are to be successful in their task.

<u>The Need for Self-Control</u>

To be successful in maintaining order as a police officer, you must keep <u>yourself</u> under adequate control in situations that can be highly demanding and emotional, and which can involve fear, disgust, violence, or grief. You must know your job thoroughly, know what you are trying to achieve, and know the best techniques for achieving it. You must be able to exercise restraint over your behavior regardless of how stressful, unpleasant, boring, or emotion-packed the situation becomes, even if everyone around you has lost control. Only if you remain level-headed in what you say and do, can you make the judgements that are necessary for your own protection and that of others.

If you watch an experienced and effective police officer handling a stressful situation involving order maintenance, you will see that such an officer approaches the task at hand in a slow, deliberate, quiet manner, calming down people by his or her own example, even though the officer's personal emotions may be bursting to express themselves. Realizing that in taking the oath of office as a law enforcement officer, one gives up the freedom that the average citizen

enjoys to be impulsive, the officer agrees to substitute behavior based on the principles and philosophy of the law.

The training of police officers, both at the recruit and in-service levels, should include opportunities to practice in realistic, role-playing situations, the application of command presence, body language, and verbal skills to defuse potentially hostile behavior. Techniques taught in classes such as Interpersonal Communications (IPC), licensed courses in Non-Violent Crisis Intervention, and the "Verbal Judo" methods advocated by Dr. George Thompson, himself a former police officer, should be studied and utilized in preparing training programs for your department. The success of the individual officer and the department in achieving order maintenance goals is measured by the number of ordinary citizens who voluntarily cooperate with the police in their efforts, the level of violence and disturbance in the community, and the level of public support for the police department.

POLICING PEACEFUL GATHERINGS

In addition to the everyday enforcement of disorderly conduct laws, the police are occasionally called upon to handle both peaceful and potentially violent gatherings. The peaceful gatherings which an officer handles include street corner gatherings of young people during the hot summer months, public meetings, fires, crime scenes, and medical emergencies, where it is necessary to keep traffic moving and spectators from interfering with official workers at the scene. Duty at dances and cocktail lounges, where intoxicated people must be kept from annoying others, and disorders prevented from breaking out, is also important.

STRIKES AND LABOR DISPUTES

The police are frequently called upon to act in strikes and labor disputes.
So ticklish is the task of protecting the rights of both labor and management that in response to the fear that they will be used as "strike-breakers," as the coal companies in the early 1900s utilized the State Police in Pennsylvania, the charters of many state police organizations specifically prevent troopers from taking any action in industrial disputes unless violence has occurred, or they have been ordered in by the governor or the attorney general.

Frequently, local police and sheriffs will be asked to patrol picket lines to break up scuffles which occur, or to prevent pickets from keeping non-union workers and suppliers from reaching an industrial plant. When a labor dispute has run for a long time and many people are out of work and the company has suffered severe financial losses, emotions and tensions will run high. Public employee strikes are perhaps the most difficult to handle - sometimes you will be policing a picket line manned by fire-fighters or other fellow city workers, or even by fellow police officers, and will find it especially difficult to maintain your objectivity.

In policing strikes, it is vital to have lines of communication open at all times between representatives of labor, management, and the police. You must lay out a firm set of guidelines in advance, so that all parties will know the boundaries of permissible behavior and the probable consequences of over-stepping these boundaries. When the ground rules are to be changed, you should meet with all parties and explain in advance what is happening.

FACILITATING PEACEFUL DEMONSTRATIONS

It is as much the duty of the police to protect the rights of people to engage in peaceful demonstrations as it is to prevent such demonstrations from becoming disorderly. Whenever individuals or groups wish to exercise their legitimate First Amendment right to protest governmental policies, the police should offer to meet with these groups and work out the details of their demonstration in a responsible manner.

A lawful demonstration often serves as a "safety valve" so people can vent their frustrations in a socially acceptable manner. One of the causes of riots is the feeling that legitimate protest will be stifled, or will not be sufficiently dramatic to gain the attention which the dissidents feel must be drawn to their cause. The police should be willing to give unselfishly of their time and efforts to facilitate peaceful demonstrations under previously negotiated guidelines which are satisfactory to the organizers, and yet which disrupt the ordinary life of the community as little as possible.

Official relations with representatives of groups seeking permission to demonstrate should be cordial and conciliatory, even in the face of provocation from "hotheads" in the group who may express paranoia toward government as a whole, and the police in particular. Even though dissident views may be expressed in terms highly critical of the government and its policies, every attempt must be made to protect the expression of these views. Where the demands of the protesters are totally unreasonable, the police should state, clearly and publicly, their position on the issues involved, the limitations of the law, and the public policy which is to be enforced.

Permits for Demonstrations

Procedures for the issuance of permits to demonstrate in public must be established in written, well-publicized policy which applies equally to all groups. These applications should receive prompt, courteous attention at a sufficiently high level in the department. They should be granted whenever it appears that the demonstration is lawful, and the conditions will not give rise to serious breaches of the peace.

Whenever permits are issued, they should include simple, written guidelines concerning the scope of the demonstration and the rules which the police will be applying. The police should then devote sufficient time and attention to working with the organizers, other governmental agencies, and interested community groups to insure that the demonstration is a peaceful one. Contingency plans must be in place to prevent injury to persons and property, and to handle any emergency that may arise. Public areas for demonstrations should be selected with a view to minimum disruption of the life of the community. Volunteer marshals from the group itself should be encouraged to work with the police in keeping the demonstration within the bounds of the permit.

Involving the Media

The press can help prevent disorders, control rumors, and heal community tensions after a riot has occurred. By providing an outlet for the expression of public opinion on important issues, the media can reduce frustration and heighten community awareness and concern for the problems of dissident groups. By accurate reporting of police activities in suppressing unlawful

gatherings, the press can dispel rumors and help people realize that the authorities acted in a reasonable manner and with only the minimum force necessary to restore order.

Authorities should set up procedures whereby the press are given timely access to information on all aspects of the police response to a demonstration. Reporters should not be unreasonably restricted from access to information, to people, or to locations. They should be provided with credentials which facilitate their access through police lines. Both the duty officers and the working press should be briefed thoroughly in advance of the demonstration as to the guidelines that will apply to them. Members of the press should be made aware of any situations that could cause them to be considered part of an illegal demonstration, and thus subject to injury or arrest.

Police Intelligence Operations

Preventive intelligence is an essential law enforcement activity to respond accurately and effectively to demonstrations. Intelligence activities consist of gathering information on potential dissident groups and individuals. Sometimes, they depend on the results of undercover infiltration of illegal groups by police officers or paid informants. Because of the paranoia which many nonconforming groups and individuals express toward authority, when the existence of a police undercover or intelligence-gathering operation is divulged, it usually leads to adverse publicity and accusations of "Gestapo tactics."

To protect the image of the police in such situations, all undercover and intelligence-gathering functions should be reviewed periodically at the highest levels in the department. They should be conducted in compliance with all state and federal laws and court decisions. The department should set up its own guidelines which are more stringent than these laws. They should require special justification before approving operations requiring photographic surveillance, wiretaps, undercover operatives, or paid informants. Such operations should be reviewed frequently, to affirm the necessity of their continuing. Intelligence files should be periodically purged of outdated material and any information on private lives of subjects which has no bearing on anticipated criminal activity. There should be strict controls over the dissemination of any raw intelligence data.

Occasionally, police officers will impersonate representatives of the news media to complete an undercover investigation, or to gather intelligence. Undercover agents of the Illinois Bureau of Investigation, Sheriff's Departments in Utah, and Police Departments in Detroit, Michigan, and Washington, D.C., and the FBI have all impersonated journalists in the past in order to complete investigations. In New Hampshire, the State Police once wore press identification tags while using videotape equipment to film participants in a nuclear power demonstration. Such tactics frequently result in criticism from civil liberties groups and from the press. Public and police opinion as to the advisability of using such tactics appears to be split. A nationwide survey of ninety-seven police officers once conducted by Professor Ted Joseph of the University of Toledo resulted in 60% of the respondents being opposed to police officers impersonating journalists, while 21% said such tactics should be permitted under all circumstances, 17% would allow them under certain circumstances, and 2% were uncertain.

A two-state sample of private citizens, however, discovered that 21% felt it was perfectly proper for police officers to impersonate journalists, while 38% were opposed, and 21% were either unsure or felt such tactics were acceptable under limited circumstances. A survey of newspaper, radio, and television reporters in Toledo, Ohio, showed 72% of those polled were against police

impersonation of the media, 21% were in favor under certain circumstances, and 7% were unsure.

Arguments against the practice center on the possibility that it would jeopardize a reporter's credibility, and make citizens reluctant to talk with the press for fear they were being surveilled by the police. Ethical arguments are made that it is wrong to engage in deception under any circumstances, and legal arguments are based on violations of privacy. Those who condone the practice argue that it is often necessary for an officer's own safety to assume a disguise. They say that some crimes can only be solved through undercover operations, and that since criminals use devious methods to commit their crimes, the police should not be required to give the crooks a "sporting chance."

Each law enforcement agency should decide for itself whether or not to permit its officers to impersonate the media. If this tactic is to be permitted, policies should state under what circumstances it will be allowed, at what level in the department formal approval will be required, and how often an ongoing investigation will be reviewed.

AN EXAMPLE OF FACILITATING PEACEFUL DEMONSTRATION

When the Public Service Company of NH announced plans to construct a multi-billion dollar twin nuclear reactor power plant at the Atlantic Ocean resort community of Seabrook, New Hampshire, the Clamshell Alliance and other anti-nuclear groups conducted ongoing demonstrations over a number of years at the construction site. The goals of the demonstrators ranged from symbolic arrests to call attention to their views regarding nuclear power, to massive attempts to occupy the site and cause construction work to grind to a halt. The NH Attorney General, as the state's chief law enforcement officer, and the members of the NH State Police, were responsible for maintaining law and order at these demonstrations, along with the local Seabrook Police Department.

One year, the State Police and National Guard arrested 1,414 demonstrators, who were later housed for several days at makeshift detention facilities in armories around the state. They were charged with criminal trespass for refusing to leave the construction site after a weekend demonstration. This was the largest mass arrest in the history of anti-nuclear demonstrations. It cost the state thousands of dollars, and backlogged the criminal courts for months, but it proved the state's commitment to punish illegal demonstrations.

The next year, with the memory of the previous year's arrests still fresh in the minds of demonstrators and law enforcement officials alike, then-Attorney General Thomas D. Rath and members of the State Police met with representatives of anti-nuclear groups who had announced their intentions for another illegal occupation. This time, there was an outpouring of editorial opinion from the news media decrying the expense which the illegal acts of demonstrators was causing the state. It was charged that the cost of such demonstrations was diverting scarce public funds from other programs which would benefit the poor, the elderly, retarded citizens, juveniles, and other worthy causes. There was some question whether the demonstrations were gaining sympathy for the anti-nuclear cause, or bringing the movement into discredit.

Attorney General Rath sought and received approval from Public Service Company for a peaceful demonstration in the form of an "alternative energy fair" on a portion of the power

company's land at the nuclear construction site. He then proposed to the Clamshell Alliance that they hold a legal demonstration under official sanction, and announced his offer to the press.

Negotiations were slow and painful. The anti-nuclear movement showed what at times amounted to an almost paranoiac distrust of the authorities. The groups who had announced their intentions to occupy the site were so loosely structured that there were no clear lines of authority between the demonstration leaders and the rank and file. Several more radical splinter groups announced that they were coming to the site with the specific purpose to be arrested, and would not abide by any agreement negotiated by the main group.

Although the negotiations continued right down to the wire, both sides exhibited restraint and patience. In the end, an agreement was signed. The demonstrators would occupy, for one weekend, certain non-critical areas of the Public Service Company site, for what was to become the largest peaceful anti-nuclear demonstration at that time ever held anywhere in the world. The demonstration went off without a hitch and without a single arrest, with over 10,000 persons participating in a protest of the 2.3 billion dollar, 23 megawatt nuclear reactor plant. Whereas the previous year's illegal demonstration had cost the taxpayers of the state nearly a half-million dollars, the bill for the peaceful event was a tenth of that. Both the police and the demonstrators were praised for the manner in which the demonstration was handled.

In arranging for a peaceful demonstration of this magnitude, it was essential that early lines of communication be established between representatives of the demonstrators, the power company, and the police. Because the demonstrators balked at the assignment of either undercover or uniformed officers to their so-called "affinity groups," (small subgroups of demonstrators who formed the nucleus of the demonstration), the State Police set up a mobile observation post at the perimeter of the demonstration site. It was staffed by detectives who were readily accessible to receive complaints with regard to parking, sanitary facilities or other problems, and to act as liaison with volunteer marshals chosen from among the ranks of the demonstrators. Representatives of the clergy were invited to witness the event as observers. The 200 uniformed police and National Guard members were kept off the demonstration site. They were held in reserve and billeted out of sight of the demonstrators. Nothing was done to provoke a confrontation or to disrupt the carnival-like atmosphere. A folk singer and a famed pediatrician and anti-nuclear activist attended and entertained the demonstrators. To minimize the boredom brought on by inactivity of the police officers, television sets were brought in so officers could follow the major league baseball playoffs. They were also permitted to take turns riding over the demonstration site in National Guard helicopters. Off-duty shifts played tennis and touch football at a nearby high school athletic field. The only police casualty of the weekend resulted from a football injury!

The State Police also had to cope with simultaneous pro-nuclear demonstrations. They were successful in negotiating with the "pro-nukes" to hold their demonstration at a site several miles distant, so as to eliminate the possibility of skirmishes between the two groups.

The peaceful Seabrook demonstration was graphic proof that it is sometimes possible for all parties to benefit by facilitating peaceful and legal expressions of political sentiment, if everyone is willing to exert the effort, the patience, and the spirit of cooperation which is necessary to achieve such a goal.

DISCUSSION TOPIC - CHAPTER 15

An Associated Press dispatch from Seabrook, New Hampshire, read as follows: "Thousands of people trained to handle riots, disasters and medical emergencies spent a long, sultry weekend here fighting a pervasive enemy - boredom.

Police, National Guardsmen, firefighters, doctors and nurses spent three tedious days waiting to see if problems would blossom at the Seabrook nuclear power plant site, where more than 12,000 people took part in a rally against atomic power.

Most waited in schools, armories, and hospitals, although a fortunate few were allowed to stand by at home, always within reach of a telephone.

By late Sunday, the only contact most had with what is being called the nation's largest anti-nuclear power protest ever, was what they saw on television, read in newspapers or heard on the radio. And still they waited.

'It's a classic case of planning for the worst and hoping for the best,' said a state Civil Defense official. 'It may mean a lot of long hours for a lot of people, but it's the only realistic option.'

For 400 police and Guardsmen, much of the waiting was done in the sweltering gymnasium and cluttered halls of nearby Winnicunnett High School.

Every eight hours, 200 troops guarding the construction site of the nation's largest proposed nuclear power plant were rotated back to the gym in a convoy of yellow school buses.

Police admitted the school was not as dusty, noisy or bug-infested as the construction site, but they said camping in it was no picnic.

'Its very, very crowded to the point where you've got to stay very friendly with each other,' said Earl Sweeney, Acting State Police Director. 'A lot of my men are asking if the minimum space requirements the courts demanded for the demonstrators being held in the armories last year also apply to police.'

Hundreds of identical cots and similar uniforms occasionally caused confusion. 'After putting on someone else's pants, I moved to a cot between two guys from Maine,' said one NH Trooper. 'Their uniforms are a different color.'

'Its great that the Red Sox were playing this weekend,' said Sweeney. 'Everybody involved, except some reporters, is happy that the activity has so far lacked sensationalism.' But something sensational has happened. It's sensational that a demonstration of this kind and size can be pulled off safely."

Could such a peaceful demonstration be facilitated in your jurisdiction? What do you think?

STUDY QUESTIONS - CHAPTER 15

1. The main goal of any government is to maintain order among its people. What additional constraint is put on the order maintenance function of government in a free society?
2. What criticisms have been made of the police in the past regarding their enforcement of disorderly conduct laws?
3. How can the success of a police department in achieving its order maintenance goals be measured?
4. Why can it be said that peaceful demonstrations sometimes serve to prevent riots?
5. Why is it necessary that the police develop formal guidelines regarding their intelligence operations?

CHAPTER 16

POLICING POTENTIALLY VIOLENT EVENTS

There is no grievance that is a fit object of redress by mob law.

Abraham Lincoln

Sometimes, spontaneous events and even carefully planned demonstrations can deteriorate into major confrontations which result in the loss of lives and millions of dollars of property damage.

A study of such disorders, conducted under the auspices of the National Advisory Committee on Criminal Justice Standards and Goals and filed as the Report of the National Advisory Committee on Civil Disorders, revealed that civil disorders in the United States have certain common characteristics. By disrupting the civil peace, they constitute violent attacks upon the established order of society. They typically have their origins in some form of social excitement, malcontent, and unrest. They have the capability of spreading massive fear in the community.

As manifestations of exuberance, discontent, or disapproval on the part of a substantial segment of the community, such disorders can be systematically staged and directed expressions of social or political violence, haphazard happenings, or arise simply from excessive stimulation during an ordinary event such as a rock concert or a football game. They are forceful discharges of pent-up rage which can find no other outlet. The National Committee pointed out that American violence has traditionally not been insurrectionary in nature, but has taken the form of action by one group of citizens against another group, rather than by citizens against the state.

The Committee pointed out in its report that a policy of official restraint and a disciplined response are necessary in coping with the problem of disorders.

Causes and Prevention of Riots

The President of the United States set up the National Advisory Committee in order to study the series of riots which had swept the country one summer, and directed it to answer three questions: (1) What happened; (2) Why did it happen; and (3) What can be done to prevent it from happening again?

The Committee concluded that our nation was moving toward two societies, one black, one white - separate and unequal. They found that discrimination and segregation had become such a part of American life that they threatened the future of each of us. The Committee pointed out, however, that this deepening division along racial lines was not inevitable. Choice was still possible, and this movement apart could still be reversed by a commitment to compassionate, massive, and sustained national action to wipe out the segregation and poverty in the racial ghettos that had created a destructive environment "totally unknown to most white Americans." The Committee said that the African-American can never forget what most white Americans have never fully understood, that white society is deeply implicated in the ghetto because it was created and maintained by white institutions, and white society condoned it.

In studying reports of twenty-four disorders in twenty-three cities, the Committee found the following common characteristics:

1. The violence usually began in the evening or at night, at a location where it was normal for large numbers of people to be in the streets.
2. Violence usually escalated rapidly after the precipitating event, subsiding during the day, but flaring rapidly again as soon as night fell.
3. Rock and bottle throwing and window breaking usually marked the beginning of the riot. Looting generally followed the breaking of store windows.
4. There was no single "triggering" incident. Usually, a series of incidents heightened tensions over a period of weeks or months, until sometimes a routine or trivial event became a breaking point and violence erupted.
5. In 50% of the cases, police actions increased the tensions which finally led to violence, and in another 50% of the cases police actions marked the final incident before the outbreak of disorder.
6. No single control technique worked in every situation. This finding pointed up the need for advanced training, adequate intelligence systems, and knowledge of the ghetto community.
7. The profile of the "typical" rioter indicated a young adult or teenager, a lifelong city resident, a high school dropout who was somewhat better educated than his non-rioting black neighbor, and who was usually underemployed or working at a menial job. Proud of his race, he was extremely hostile to both whites and middle class blacks, and highly distrustful of the political system, although informed about politics.
8. In Detroit, 11% of the residents of two riot areas admitted they had participated in the riot, 16% identified themselves as counter-rioters who had urged the others to moderate their behavior, 20-25% considered themselves "bystanders," and the remaining 48-53% reported that they had remained in their homes and did not participate.
9. The aim of the rioters seemed to be fuller participation in the material benefits and the social order of mainstream America. They did not reject our way of life, but sought to obtain a place for themselves in it.
10. The formal grievance mechanism for handling citizen complaints was typically regarded as ineffective, or ignored, by the black community.

Although specific grievances varied from one locality to another, there were at least three grievances which rose to the "first level of intensity" in each city. They were: (1) police practices, (2) unemployment, and (3) inadequate housing.

Ghetto Living and Ghetto Riots

In responding to an accident, a fight or a disturbance, a police officer must make immediate technical and professional judgments which impact on the persons involved.

In the overpopulated ghetto, however, especially when most of the residents are driven into the streets in the early evening to escape the sultry summer heat, even the most routine call for service requires the exercise of crucial judgments by a responding officer, both as to his or her own conduct, and as to the response of the law enforcement agency. The crowded conditions, the heat, the number of youth in the streets, their hostility toward the police, the persistence of rumors and inadequate information, and the delay in appropriate police response which often results from understaffing of ghetto precincts, adds up to a highly volatile situation. The streets are teeming with people escaping from their tenements on typical summer nights and weekends, and it takes little to draw a crowd. A routine speeding stop can instantly cause a group to gather

which will quickly misunderstand what is happening, regard the action of the police as unfair, and abandon their idle curiosity for anger.

Patrol officers in ghetto neighborhoods must be constantly alert to the potential danger in handling even the most routine incident. Good judgment and common sense are more crucial here than in any other type of police assignment.

To maintain control of incidents which could lead to disorders, the National Advisory Committee on Civil Disorders recommended the following police policies:

1. Only seasoned, well-trained officers and supervisors should be assigned to patrol and respond to disturbances in ghetto neighborhoods. An officer who has never met, does not know, and cannot understand the language or customs of Hispanics or blacks cannot do an effective job. His or her ability to distinguish between truly suspicious behavior and normal activity is impaired, and he or she lacks important sources of information on which to base judgments. Officers with bad reputations among minority citizens should be re-assigned to other areas, and screening procedures should be developed to detect officers of superior ability, sensitivity and common sense for assignment to potential trouble spots. Incentives such as bonuses or credits for promotion should be considered to attract outstanding officers for assignment to ghetto or barrio neighborhoods.
2. Plans should be developed for the rapid mobilization of manpower under capable and experienced commanders, upon the initial outbreak of disorders. The speed of initial police response may well determine whether a situation will get out of hand, just as a response of fire-fighters to a blaze determines whether the fire will be brought under control before destroying a building. A delay in mobilizing help permits minor incidents to develop into major disorders, requiring far more personnel and increasing the hazard to lives and property. Most departments normally had no more than 13% of their patrol force on duty during the evening watch, when 86% of all riots studied began. Cincinnati, with a population at that time of 500,000 and an area of 77 square miles, had ninety-five uniformed patrolmen on duty from 4 p.m. until midnight. Peoria, Illinois, with a population at that time of 100,000, had less than twenty-five uniformed patrol officers on hand. Compounding the problem is the fact that normal police operations require personnel to be spread out across the entire geographical area of a city. The need to control disorder must be weighed against the risk of leaving other vital areas of the city unprotected.
3. Police should be given special training in the prevention and control of disorders. Too often, police departments give recruit training in riot control tactics but fail to provide periodic, ongoing refresher training to all personnel. Also, everyday police assignments require highly individualized and independent action and judgment, whereas a highly-disciplined, coordinated, teamwork approach similar to that of a military unit is required to quell a riot. Police officers must be able to shift gears and operate in a totally different manner when a riot breaks out.
4. Guidelines must be developed, making it possible to orchestrate a reasoned, escalating response to violent situations, governing the use of control equipment, providing alternatives to the use of lethal weapons, and spelling out procedures for mutual aid from other police agencies, and for calling up the National Guard or Militia.
5. A satisfactory intelligence system must be in place, so that police and other public officials receive timely and accurate information which can be used to prevent the outbreak of disorders. This information must be fed back to training officers so they can

influence police response to calls for service in potential trouble spots. Friendly contacts with ghetto residents and leaders must be instituted in order to make full use of the natural forces for law and order which exist within the community, to provide machinery for neutralizing rumors, and to enable minority leaders and residents to obtain the facts.

THE PRESS AND DISORDERS

The National Advisory Committee concluded that despite instances of sensationalism, inaccuracy, and distortion, newspapers, radio, and television news media tried on the whole to give a balanced, factual account of each of the disorders studied. Because some elements of the media failed to give an accurate portrayal of the scale and character of the violence, the overall effect was an exaggeration of both the mood and the event, however. The Committee also found that the news media had not communicated to the majority white community an appropriate sense of the "degradation, misery, and hopelessness of life in the ghetto."

The Committee recommended expanded media coverage of the minority community, and of racial problems, through permanent assignment of journalists familiar with urban and racial affairs, and through closer links with the minority community. They recommended the integration of minorities and minority activities into all aspects of news coverage and content, recognizing the existence and value of the activities of the minority citizen within the community, and the recruitment of more minority members into journalism and broadcasting, and their promotion to positions of responsibility. It was also suggested that there be improved coordination between the police and the media in reporting disorders through advance planning, designation of the police public information officers, and the development of mutually acceptable guidelines for reporting of civil disorders and the conduct of media personnel on the scene.

For a number of years, in handling the anti-nuclear demonstrations at the Seabrook, New Hampshire, atomic power plant, the NH State Police were restricted in handling the press by a persistent refusal of the Public Service Company of New Hampshire, owners of the property where the demonstrations were being held, to allow journalists inside the secured area of the construction site, which police were defending from illegal occupation by demonstrators. Although the Public Service Company was reacting to what it considered unfair publicity which it had experienced at the hands of some media representatives, and the fear of sabotage and of civil liability if a journalist was injured on their property, their policy caused problems for the police. Other than a couple of pool representatives who were allowed inside, representing the major wire services, the remainder of the reporters saw the demonstration from outside the fence. Their photos consisted of shots of the police forcibly repelling demonstrators, rather than the forceful attempts of the demonstrators to breach the fence and overpower the police. Moreover, media representatives had to risk both criminal liability for participating in an illegal demonstration and exposure to tear gas in order to cover the event.

At the next Seabrook demonstration, the late NH Governor Hugh J. Gallen, over objections from the power company officials, insisted that media representatives be allowed inside the perimeter defended by the police if State Police were to participate in controlling the demonstration. The positive results of this policy in terms of media coverage were dramatic. For the first time, press representatives had a "bird's-eye-view" of the violent tactics of some of the so-called "peaceful" demonstrators, including the serious injury suffered by one State Trooper when he was hit by a grappling hook hurled by a demonstrator. Not only did news accounts of the demonstration

present a more balanced view, but subsequent editorial comments reflected a more favorable attitude toward the plight of the police in controlling such demonstrations.

COMMUNITY RELATIONS IN THE WAKE OF VIOLENCE

Just as appropriate follow-through is essential to an athlete, so the police must act swiftly to restore community relations efforts in the aftermath of widespread violence. The rumor-control mechanism should remain in place during mop-up operations. Police duty assignments should be adjusted to increase the number of community relations specialists assigned to the incident area. Public meetings should be held so citizens can question police officials and express their opinions on police performance during the crisis. The reason for controversial aspects of the police response should be publicized. Preventative security efforts should be undertaken, both within and outside the affected area. After-incident critiques should help the police administration pinpoint the causes of the disorder and bring about changes in policy, assignments and training aimed at preventing future disorders of the same type.

SECURITY AT SPORTING EVENTS

Schaeffer Stadium in Foxboro, Massachusetts, home of the New England Patriots football team, was once regarded as hazardous duty for police officers attending Monday night football games. After a night of drinking, fans would spill beer or jostle one another, hurl bottles at the police, engage in fist fights, and even attack cheerleaders or stand on the rail in a large group and urinate on the crowd below them.

New York City fans once destroyed the infield at Yankee Stadium immediately after the concluding game of a World Series. Hundreds of spectators at some sports events openly sell or use drugs in rest rooms. Hockey games are frequently interrupted when players and fans get into skirmishes, and fans throw bottles and cans onto the ice. Some English soccer games are played without an audience, with the spectators barred from the stadium due to previous violent outbreaks. Even high school sports events in some localities erupt into violence.

Some people attend sports events with the specific desire to see bloodshed. If the game gets dull, they provide their own violence. By postponing the kickoff time for televised football games until 9 p.m. in order to attract larger prime-time audiences, promoters inadvertently encourage excessive drinking by fans, who leave home or work in mid-afternoon, arrive early at the stadium, and pass the time drinking in the parking lot until game time. Others smuggle liquor into the grandstand, and beer is usually sold by concessionaires during the game.

Shielded by the anonymity of a large crowd, troublemakers act out their hostilities on rival fans or anyone else who gets in their way, including police and security personnel. The thrill of victory or the agony of defeat can release powerful emotions in a crowd.

The design of some sports arenas, with wide aisles which keep the police from rapidly reaching a disturbance, the placement of field boxes in close proximity to the playing surface, confusing signs which result in poor traffic flow inside the stadium, a lack of conveniently located rest rooms, parking lot traffic jams, rude attendants, ushers or ticket takers, all can contribute to tensions.

The response time of police and security staff must be instantaneous, and troublemakers must be separated from the crowd and removed as quickly and inconspicuously as possible in order to prevent normal police action from becoming the precipitating incident which sparks a riot. In making arrests, it is important that officers be trained to handle a variety of persons, including subjects who resist, those who go limp and must be carried or dragged, and even handicapped persons who must be taken into custody with a minimum of force and without muscle strain and back injuries to the police who effect the arrests.

Prompt, well-coordinated and humane action by law enforcement officers can prevent many disturbances before they happen. It can control those disorders which do break out with a minimum of injury and property loss, and can assist in restoring favorable community relations in the aftermath of a major disturbance.

DISCUSSION TOPIC - CHAPTER 16

Perhaps one of the most challenging sporting events which a police agency is called upon to police is a combined motorcycle race and "gypsy tour," such as the one which has been held in the Laconia, New Hampshire, area since 1937, in connection with the National Championship Motorcycle races. Originally held at the Gunstock Recreation Area, a county-owned ski area and recreation park, the races were moved to the NH International Speedway in nearby Loudon, when county officials refused to permit the event on county property following a disturbance which damaged an expensive ski lift.

With as many as 50,000 cyclists and fans from all parts of the country and Canada attending the races, ranging from legitimate cycle clubs and nationally prominent racing teams to outlaw clubs such as the "Hell's Angels" and "Devil's Disciples," those who did not stay at motels formerly camped within the recreation area. Once the county area was closed to cyclists, they began camping along a 15-mile stretch of Route 106, which ran from the track in Loudon to the Laconia-Weirs Beach area. Hot weather, excessive beer drinking and some drug use led to "rumbles" between rival gangs, who were often armed with chains, clubs, and in some cases, firearms and explosives. Traffic jams, accidents, and attempts to terrorize passersby and occupants of nearby homes were normal occurrences. During the afternoon and early evening hours, the roads became so clotted with traffic that it was impossible for police cruisers to respond rapidly to reports of trouble. Cyclists would pour gasoline across the road and ignite it as a police cruiser drove by, and indecent exposure and bottle throwing were common.

A solution to the problem of the residents along Route 106 was achieved when the State Legislature enacted a ban against overnight camping on the roadsides. Restricted to camping within the confines of the racetrack property itself, the troublemaking elements had no outside audience to perform to, and the few incidents which erupted along the highway were easily controlled by the extra state and local police and county sheriffs assigned to the area for the weekend.

Soon, however, the scene of the evening revelry moved to the Weirs Beach resort area, a long, narrow strip of street and boardwalk along the shore of Lake Winnipesaukee, which is part of the City of Laconia, a community of 15,000. On a hot Saturday night, motorcyclists, many of them intoxicated, would stand elbow-to-elbow throughout the Weirs Beach area, and riots twice occurred when the crowd began throwing bottles and cans, or attempted to overturn and set fire to cars.

State, local, and county authorities who policed this event were responsible not only for security at the race itself, but for parades and other preevent festivities, and for keeping the peace at Weirs Beach. Careful preplanning and coordination between multiple law enforcement agencies, highway, ambulance and fire officials took place, as well as preparation by the courts and correctional facilities for the possibility of mass arrests. Police officers at briefings were told that the cyclists were guests in the community, and that they should be treated as such unless they gave cause to be treated otherwise. On the other hand, the presence of illicit drugs, weapons, stolen cycles and explosives, caused supervisors to stress the need for extraordinary precautions in making arrests and responding to calls.

Police handling the event were always seen from several different perspectives by various groups in the community. Some merchants and resort operators saw Motorcycle Weekend as the kickoff of their summer tourist season, and thus vital to guarantee profits for their highly seasonal businesses. Some established downtown Laconia merchants felt that they lost money during the weekend because their regular customers hesitated to brave the traffic and the noisy groups of cyclists to shop. Parents feared for the safety of their teenagers, since high school graduation parties usually took place on the same weekend. Some residents were shocked and annoyed by the behavior of the
cyclists and hangers-on, while others enjoyed the excitement and wrote letters to the local newspaper criticizing the police if they witnessed an incident where force had to be used.

Control of traffic became critical, because it had been found that on a hot night when the Weirs Beach reached a certain density of people, detouring traffic for a few minutes and allowing the area to empty out somewhat before allowing more people in, could reduce the potential for disorder.

What other tactics could be used in controlling such an event?

STUDY QUESTIONS - CHAPTER 16

1. Rather than actions of citizens against the state, what form has American violence traditionally taken?
2. What three things did the National Advisory Committee on Civil Disorders set out to learn about the nationwide outbreak of civil disturbances which occurred during one spring and summer?
3. In what percentage of these riots was police action the final precipitating incident?
4. What unique conditions of ghetto living make police judgments in handling routine response to calls more crucial in the ghetto than in any other type of police assignment?
5. What are the most important characteristics of police response to disorder at a sporting event?

CHAPTER 17

HANDLING CITIZEN GRIEVANCES

Character is much easier kept than recovered.

Thomas Paine

From the famous Wickersham Commission study of police brutality in the 1930s to the Knapp Commission investigation of police corruption in New York City more recently, the Christopher Commission investigation of the Rodney King beating in Los Angeles, and the lesser-known incidents which happen everywhere all too frequently, we are reminded that police selection procedures can never be perfect and there will always be a few "bad apples" in the police "barrel."

With the expansion of civil rights legislation permitting litigation against police officers to be brought in both federal and state courts, it is also painfully evident that not all lawyers are totally ethical. Some encourage citizens to bring lawsuits against the police with little basis, knowing that the chances are good the attorney will at least recover his or her legal fees.

Police officers in some areas may be hesitant to act when they should, for fear that a resulting lawsuit could tie up their personal assets and disrupt their lives. Supervisors and administrators are joined frequently in lawsuits against patrol officers, on grounds of defective hiring practices, failure to train, failure to properly supervise, or failure to effectively discipline or discharge. On top of all this, the American Civil Liberties Union and other voices in the community continue to cry for the wider establishment of civilian review boards to handle police discipline.

The Keys to Effective Policing

From all of this, it is clear that there are both some police officers who act in a less than ethical and professional manner, and some community groups who take advantage of this fact to place all law enforcement officers in a bad light. For the protection of citizens and officers alike, there are three keys to an ethical and effective police service:

1. Valid selection procedures, which eliminate individuals who have dishonest tendencies, or who are temperamentally unsuited to police work.
2. Proper training, which stresses good community relations and respect for the rights of all citizens.
3. Effective policies, supervision and discipline, which ensure that legitimate officer misconduct complaints will receive a thorough airing, that bad officers will not be retained on the force, and that good officers will have little to fear from internal affairs investigations.

The police chief in a small community may handle his or her own internal investigations, whereas a large agency will maintain an internal affairs bureau. Where such bureaus exist, they should report directly to the top administration, in order to maintain their independence, and so the chief will be aware of the nature and extent of police misconduct allegations.

PROACTIVE INTERNAL AFFAIRS

In many agencies, investigation of police misconduct is passive, rather than active. Internal affairs units act only upon receipt of a citizen complaint. In other departments, such units engage in their own covert investigations, and establish contact with community groups to make it easier for citizens to bring complaints.

In some communities, wittingly or unwittingly, the police discourage citizens from coming forward to make legitimate complaints by erecting too many procedural barriers. Refusal to check out anonymous tips, requiring citizens to come to the station and make a sworn complaint during business hours, or making them return repeatedly before they can see the person authorized to take their complaint, are examples of "red tape" which can shake a citizen's faith in the interest of the police in "cleaning their own house." After a brutality complaint is made, some departments encourage the filing of "cover charges" of resisting arrest against the complainant, and later offer to withdraw their prosecution if a citizen will drop their complaint against the officer.

Peer Review

The whole question of peer review has caused widespread clamor for more citizen review boards. Yet many other professions, such as the Bar Association and the medical profession, rely entirely on peer review of misconduct by their members. The answer lies not so much in who does the review, as in the safeguards that are set up to ensure its fairness.

Police Standards and Training organizations (state POST's), should be empowered and encouraged in all states to actively pursue decertification proceedings against officers who commit particularly egregious misbehavior. A nationwide data bank should be developed through IADLEST, the International Association of Directors of Law Enforcement Standards and Training, to prevent decertified officers from simply moving to another state to resume their law enforcement careers.

The Police Officer's Bill of Rights

Because of the nature of police work, a certain amount of cynicism and clannishness among police officers is inevitable. For this reason, internal affairs units are regarded by some police officers with suspicion and loathing. In response to perceived instances of unfairness, police labor unions have worked for legislation or contract clauses consisting of a "Police Officer's Bill of Rights." These documents typically require such safeguards as:

1. the right to representation by an attorney during internal affairs investigations;
2. the right to refuse to answer questions during such investigations;
3. the right to refuse to submit to a polygraph test;
4. the right to be informed of the investigation in advance, to know who is conducting it, and the identity of the complainant;
5. the requirement that internal affairs interrogations take place by pre-arrangement only, and during the officer's working hours;
6. limitations on the use of abusive language, coercive tactics, or lengthy interrogations;
7. multiple stages of review before an officer can be fired;

8. the right to trial before a disciplinary board partially composed of persons chosen by the officer himself, rather than the Police Chief alone;

Where such laws do not exist, internal affairs units are generally free to proceed on the theory that their investigations are administrative rather than criminal in nature, and the officers who refuse to answer their questions or take a polygraph exam can be dismissed from the force. A "preponderance of the evidence" rather than "reasonable doubt" standard of proof can be applied in deciding an officer's culpability. Supreme Court decisions (Roux v. New Orleans and Garrity v. New Jersey) have upheld the right of a police department, in the absence of statutes to the contrary, to require officers to take polygraph tests or to answer questions under penalty of dismissal.

Although many officers feel it is unfair to subject them to more stringent procedures than criminal defendants, police chiefs argue that because the police occupy positions of high trust in the community, they should be held to a higher standard of behavior than the average citizen. They also point out that other civil servants and private sector employees sometimes have less protection than the police against punishment or dismissal.

Many police administrators feel that only by giving internal affairs units an absolutely free hand, can corruption and misconduct be weeded out of a department. Lawrence W. Sherman, writing in the Police Foundation book, Scandal and Reform, warns that undue restrictions on the authority of internal affairs units could result in "more scandals and fewer reforms" in the years to come. Corruption, particularly, is difficult to ferret out in the police service, because there are mutual interests involved, and no victim except the commonwealth. Investigations by line supervisors without internal affairs involvement sometimes are unduly influenced by a desire to prepare a defense against a possible lawsuit, which may take precedence over assessing where the fault lies in the situation.

On the other hand, there are some police departments who carry discipline to such extremes. They permit clannish and purely subjective actions by supervisors and mid-managers which result in the unfair and uneven application of discipline, and an unnecessary isolation between staff and line personnel. The actions of such departments not only result in poor morale and encourage stiff-necked behavior of their officers toward the public, but also encourage a climate which fosters demands for union activism and legislation that will interfere with the rights of all police administrators to manage their departments.

CAN JUSTICE BE EQUAL?

Every law enforcement agency should work toward the goal of a fair and equitable system of handling citizen complaints, establishing a climate where corruption, brutality or malfeasance cannot go undetected or unpunished. Internal affairs procedures must work to clear accused officers from arbitrary and unwarranted accusations, ensure that any punishments administered are not unreasonable, and that citizens are not discouraged from coming forward with a legitimate complaint. It is important that all citizen complaints receive a formal acknowledgement. The citizen must be given as much information as possible about the disposition of his or her complaint after it has been investigated and action taken. Public information officers should monitor letters to the editor and calls to radio talk shows complaining about police misbehavior, and all anonymous tips should be checked out thorough-

ly. Once complainants come forward, a formal statement should be taken so they cannot change their story at a later date.

Police officers should be thoroughly knowledgeable concerning the purpose and procedures of internal affairs units. Training courses should stress the role of internal affairs, and point out that such investigations are for the officers' own protection, as well as to protect the integrity of the force. Departmental rules and regulations should establish gradations of punishment based on an officer's prior disciplinary record and the seriousness of the offense. Trial boards and appeal procedures should assure officers of fairness and due process, but not make it difficult or impossible to get rid of unethical, incompetent or needlessly brutal police personnel. Because 10% of the officers often account for 50% or more of the citizen complaints, monitoring systems should provide an early-warning mechanism to identify and deal with these officers.

MEETING THE CITIZEN-COMPLAINANT

Processing internal affairs complaints is an important aspect of police personnel administration, because citizen complaints play a valuable role in the administration of any law enforcement agency.

Citizen complaints can uncover minor weaknesses in a department before they lead to major problems. The individual officer who is complained against often benefits from the experience, because he or she can remedy behavior patterns which if unchecked would lead to more serious charges.

Perhaps equally as important as the truth or falsity of an allegation is the need to find out what went wrong that caused the complaint to be lodged to begin with. Was it vagueness of policy, poor judgment by an officer or supervisor, a personality flaw which needs to be corrected, lax supervision, or perhaps improper procedure? Does the complaint constitute an "early warning" of something in need of correction? Whenever a personnel complaint of this sort is finally resolved, sufficient information should be shared with training officers so that the entire department can benefit from the lesson which has been learned.

A Question of Attitudes

In meeting citizens who have come to complain, the supervisor or internal affairs officer must realize that citizens will see themselves as alone against the substantial power of the police, and the tendency of the police to protect "one of their own," which is well-known. Citizens may feel no one will believe them, and this may cause them to exhibit a hostile attitude.
The investigating officer, on the other hand, will be on the defensive. If the complainant appears to have considerable prestige or political connections, this can cause further prejudice. The investigator must cope with the uneasy feeling of betraying a fellow officer, or playing the role of "middle-man." Since some complaints against the police are made out of malice, paranoia, mistake, or a desire to bargain one's way out of criminal charges, we tend to be skeptical of such persons.

Some typical causes of mistaken complaints about police behavior include the following:

1. A well-meaning citizen witnesses an incident, misunderstands police procedure, or fails to see the incident which precipitated an arrest, and decides to "champion the underdog."

2. A person's pride has been hurt by a brush with an officer, and he or she feels the officer's manner was brusque, officious, or rude.
3. A citizen misinterprets arrest or bail procedures, or the distinction between a civil and a criminal case.

Such complaints are generally made by persons who are sincere in their belief that wrong has been done to themselves or another person. By placing yourself in the position of the complainant, an investigating officer or supervisor can better understand the complainant's reaction, and calmly explain the situation in everyday layman's terms. Rather than seeing the situation in strict terms of right and wrong, they can go beyond the legalistic aspects and respond to human relations needs as well.

Establishing Rapport

To establish an early rapport with the complainant, you should display a warm attitude, smile, shake hands, and offer a cup of coffee to put the citizen at ease. This will overcome the initial expectation that the citizen will be met with hostility or disbelief.

After complainants have told their story without interruption, you should record their name and address and make some notes on paper, so they will realize the complaint is being taken seriously. If it is apparent no informal disposition can be made of the matter, the complaint should be reduced to writing and signed by the citizen, for the protection of both parties.

Many complainants are only looking for a little sympathy and understanding, and are satisfied to have told their story to someone in authority. However, if the complaint is serious in nature, citizens should be given an idea of what to expect in the way of further action, and when they will be contacted again.

The accused officer, also, should not be kept in the dark. Unless the investigation is one which must be conducted surreptitiously, the officer should be accorded the same courtesies as the complainant. He or she should be informed of the specifics of the complaint, given an opportunity to respond, and kept informed as to the progress and outcome of the investigation. If the citizen was right, an apology should be proffered by the department, and the complainant should be informed that appropriate action has been taken. If the complaint could not be verified but probably was true, the citizen should be told that the fact that the complaint was made and an investigation was conducted may be sufficient to prevent the situation from happening again, and that if it does reoccur, there will be a record of this report in the officer's file which may assist in some future inquiry.

PUBLIC ACCESS TO POLICE PERSONNEL FILES

One of the most controversial and difficult issues a police department must face is the extent to which its personnel and internal affairs files should be made available to the public, and when and how individual officers have the right to review their own file. In some cases these provisions are spelled out by state statute or municipal ordinance, but more often, they are policy decisions.

When complainants or their attorneys are granted free access to internal affairs files, the suspicion that the police are engaged in "cover-up" activities can be laid to rest. However,

attorneys representing clients who intend to sue police officers, supervisors, and administrators, clearly will use information gained in this manner to their advantage in lawsuits. Moreover, attorneys for criminal defendants often use information from an officer's record jacket to discredit the officer's testimony by bringing up past misconduct charges, whether they were sustained or not. When the department refuses access to these files, judges sometimes uphold subpoenas forcing their disclosure.

With the passage by Congress of the Americans with Disabilities Act (ADA), the Equal Employment Opportunity Commission requires that medical and psychological reports on employees be kept in a separate file, and only disclosed, even within the agency, on a "need-to-know" basis. Written policy, developed in conjunction with the department's legal advisors, should govern the release of this sensitive information.

Controversy also arises over an officer's right to review and challenge entries on his or her personnel record. Because internal personnel procedures carry an aura of complexity and confidentiality, some officers feel they are used to discriminate against those who have disagreed with management in the past, or to reward those who "pander to the top command." The right of officers to review their file and to challenge any inaccurate entries creates a climate of openness and trust of the administration. On the other hand, access to information that would enable an officer to harass witnesses or discourage persons from testifying, will inhibit departmental disciplinary efforts.

Some agencies have attempted to resolve this problem by keeping two separate jackets on each officer: one with a listing of sustained complaints, disciplinary actions and commendations, and the other with more detailed information. When the existence of a second set of records becomes known, it usually tends to embarrass the department, because it gives the appearance they are hiding something. A lawyer will invariably ask anyone providing a record jacket in response to a subpoena if any other files exist. A preferable policy seems to be one which keeps such files confidential until the case has been disposed of, insists that every complaint be adjudicated as either "sustained," "not sustained," or "unfounded," and periodically purges outdated items from the file, while protecting the identity of informants or officers engaged in covert operations.

The Need to Be Proactive

By thoroughly and vigorously investigating all complaints of police misconduct, a department not only enhances its reputation among the citizens, but protects its officers against unjust accusations. It discourages frivolous suits against officers, because citizens who would bring them know that documentary evidence exists which will clear the officer.

Police administrators who are interested in improving their internal affairs policies will find a wealth of useful information available from both the International Association of Chiefs of Police, Inc., and the Americans For Effective Law Enforcement, a citizen group which was formed to protect the police against frivolous and unjust litigation.

DISCUSSION TOPIC - CHAPTER 17

Officer Milton Barry was on patrol in the village of Three Rivers on the early morning shift, when he observed a car weaving from the center line to a ditch and back. He put on his emergency lights and attempted to stop the vehicle, but the driver refused to stop and accelerated away at high speed. The chase wound through the residential streets of Three Rivers, and finally came to an abrupt halt in front of a small wood frame house. The driver, Albert Marcoux, age nineteen, jumped from the vehicle, and began running across the lawn toward his house. Officer Barry jumped from his patrol car and tackled the suspect, wrestling him to the ground.

Suddenly, the suspect's father ran out the front door and across the lawn, screaming and uttering profanity, and attempted to pin Officer Barry's arms. Officer Barry was able to withdraw his baton from its carrier on his belt, and to strike the elder Marcoux across the head, knocking him down. He then handcuffed young Marcoux. As backup units drove up, Marcoux's sister and mother were in the yard sobbing uncontrollably, and the elder Marcoux was cradling his bleeding head in his hands.

The next morning, Mr. Marcoux and two members of his family walked into the office of the Police Chief and demanded that he suspend Officer Barry for "police brutality."

The Chief, knowing that the Marcoux family had a reputation in the community as drinkers and brawlers, told the complainants, "As far as I'm concerned - I've read the arrest reports on last night's incident - Officer Barry didn't hit you hard enough. Nobody can interfere with one of my men and get away with it!" With that, the Chief summarily ordered the Marcouxs to get out of his office and stay out.

Six months later, both the Chief and Officer Barry were named as defendants in a million-dollar lawsuit in federal district court, charging violation of the civil rights of Albert Marcoux and his father. Of course, the police department had no internal affairs file on the case, and no statement from the complainant or his family.

How could the Chief have handled this situation differently?

STUDY QUESTIONS - CHAPTER 17

1. What was the Wickersham Commission? The Knapp Commission?
2. What are the three keys to an effective and ethical police department?
3. What is the difference between an "active" and a "passive" internal affairs program?
4. What is the "Police Bill of Rights?" Has such legislation had a positive or negative effect on police reform?
5. What steps should the police administrator take to ensure that both the public and the officer are treated fairly when citizen complaints are made against the police?

APPENDIX A

LETTERS OF COMPLAINT

The following are actual letters of complaint received by law enforcement agencies. The names, locations, and departments have been changed to disguise the identities of the persons and incidents involved. They are typical of letters received by the heads of police agencies every day. As such, they graphically illustrate how few complaints against the police stem from lack of technical expertise. Rather, most arise from an officer's inability to communicate with people, or a lack of sensitivity to public concerns.

Of course, it is important to realize that in writing each of these letters, the complainant has put his or her "best foot forward," and there is undoubtedly another side to the story - the officer's.

March 11, 19--

Commissioner
Department of Safety
Boston, Massachusetts 02116

Dear Sir:

Friday night, March 6, I was proceeding northerly on Interstate 93. At 7:40 p.m. somewhere between the Methuen and the Haverhill Exit, I approached one of your radar units. There were cruisers involved in the breakdown lane.

It was very dark and snowing. Neither one of these cruisers had any sign of lights (emergency, parking) on. I didn't see them until I got next to them. What happens if someone (especially in a snowstorm) gets off course and hits one of them? This makes the second time I have seen these tactics. Do they do this all of the time?

Do you call these tactics Safety Oriented?

Expecting a reply to this matter. Am also sending a copy of this to the Governor.

Thank you,

John Frost

Manchester, New Hampshire 03102

May 1, 19--

Chief of Police
Toadsuck, Arkansas

Dear Chief Brown:

I am writing to tell you of an incident which happened to me on Interstate 493 in Toadsuck recently, and which has distressed me greatly.

I was going home to Princeton, and I had just gotten onto I-493 shortly before that, and was just getting up to speed, when a highway patrol cruiser pulled out the on-ramp and started down I-493 the same direction as I was going, just ahead of me, accelerating up to speed. I have a vehicle with cruise control, and I accelerated to the point where I was keeping an even distance behind the patrolman's car some 10-12 car lengths ahead of me, and so I set my cruise control on my car. At that point, I noticed we were both going 70 mph, and although I was aware the posted limit is 65, the patrolman did not appear to be going to any emergency, since his blue lights were not turned on, and the traffic was very light, so I figured this was a reasonable speed, and I continued for several miles, keeping an even distance behind the cruiser.

Finally, the cruiser pulled over and stopped beside the road, and when I caught up to it and started to go by, the emergency lights came on and the officer signalled me to stop, which I did. He then came over and asked for my license and registration and asked me if I knew what the speed limit was on I-493 and I said "65" and he said did I know how fast I was going and I said yes, I had my cruise control set at 70. He then asked me why I was speeding, and I said I did not really think I was, I was just keeping up with him and he seemed to be going at a safe speed. He said how did I know he was not on an emergency run, and I said I did not know for sure, but since he had no emergency lights or siren operating, I assumed he was not. He then took my paperwork back to the cruiser, and came back with a traffic ticket citing me to Valley Hill Court for speeding 70 in a 65 zone. I said, "May I ask you a question, sir?" and he said yes, and I said "Were you on an emergency at the time?" He said he was not, and I then asked, "Why is it all right for you to go 70 and not for me?" and he said "That is of no concern to you, just be in the court on the date on that ticket."

Chief, I think that I was treated very unjustly and I wonder if you want your men to apply a double standard, one for them and another for the rest of us out there?

Yours sincerely,

John C. Slattery

January 8, 19--

Office of the Mayor
Lusk, Wyoming

Dear Mayor:

I am writing to you at this time to express my deep concern about a very disturbing incident involving my 17-year old son and Trooper Henry Hoitt.

Last Saturday evening my son and a friend from Douglas, Wyoming, left Somerset at 7:30 p.m. to go to Trinity College to pick up a friend in school there. They were to spend the night in the dormitory, check in with my parents in Hope Valley, and return home in the morning.

On the way up Interstate 289 in Lusk, at exit 19, a bearing broke on the car. The boys flagged down another motorist who stopped, and went on ahead to call the friend at Trinity for a ride for the two boys.

In the meantime, Trooper Hoitt stopped. The boys explained the problem and he told them to lock the car and told them he was taking them to the local police station. He ordered the car towed, gave them a business card for the garage and also told them the station would be open on Monday.

At the police station, my son was allowed to call his grandmother in Hope Valley, if he called collect. There was no answer, and they were told there was a pay phone across the street they could use. Officer Hoitt asked the boys what they wanted to do, and they explained their friends were coming after them. They were told that the police do not run a "taxi service", and they should thumb back to 289 to meet the boy. It was 10:30 PM. According to my son, they were also told they could not wait in the local police station until his grandparents got home. Trooper Hoitt concurred with this accounting when I talked to him about it the next night.

The boys left the station, in the rain, and hitched a ride to the intersection of Rt. 111, where they requested to get out because the boy driving was intoxicated. They walked from exit 19 on Rt. 289 to Exit 23, and about 10 miles before another boy from Brownsville picked them up. He gave them a ride to his house and then drove to Millville, where he was going. They arrived in Millville at 4:30 AM.

They contacted the owner of the gas station at 4 p.m. the next day and were told that he would wait until 5 p.m. for them to claim their car. The station was closed when they arrived in town at 4:55 p.m. Their friend did come for them, but returned home when they were not at the car.

The boys arrived home at 9 p.m. Sunday night with colds, laryngitis, and broken blisters on their feet from walking. Trooper Hoitt passed the boys on 289 about 3 a.m., en route, but he didn't stop.

I have many concerns about the way this situation was handled. First, I do not allow my son to hitchhike. I cannot find any justification for telling two boys to walk back to a major, poorly lit

highway, in the middle of the night. The officer saw fit to give them a ride to the station, but not back or even closer to my parents' home. I am thankful they were not hit by a car or an intoxicated motorist during their five hours on Rt. 289. I am a nursing supervisor and see the results of young people ending up in hospitals during the middle of the night from major highway incidents.

I have always had the highest regard for our police force. I feel that they have an obligation to protect the people, and to lend assistance in a constructive manner, but not instruct youngsters to become endangered and go against every principle they have been taught since early childhood. I appreciate your interest and hope that something may be done to prevent this type of situation from ever happening again.

Very sincerely,

Judy Baxter

January 8, 19--

Chief of Police
Grover's Corners, N.H. 03303

Dear Sir:

On January 18, I was northbound on the Northeast Expressway near the toll house around 4:10 p.m., when I was passed by five or six police cruisers. I was doing 55 MPH at the time.

Since none of these cruisers had emergency lights or sirens operating, I decided to satisfy my own curiosity as to what was going on, and I speeded up to the same pace they were going and kept an equal distance behind them for about a mile. Their speed varied between 65 and 75 MPH, as they weaved in and out of traffic, passing everything on the road.

Not wanting to violate the law unnecessarily myself, I slowed back down to the legal limit.

As I live in town, I turned off at the exit, only to find the cruisers all parked at McDonald's Restaurant. I went in myself to get a hamburger and sat in the booth next to the officers and from their conversation, I gathered they had been attending some sort of training seminar at the City Vocational College.

Chief, I recently read in the papers where your department is looking to increase its budget because inflation has raised your operating expense. When all the citizens of the State are urged to economize and penalized if we exceed the speed limit, is this how the police save fuel and set a good example for obeying the law?

Respectfully yours,
Morton Christopher

December 15, 19--

Board of Police Commissioners
Encimo, California

Dear Commissioners:

I am the Assistant Manager of the Twin-Town Plaza Shopping Center.

Last night, I went home for supper about 6 p.m. and two of your cruisers were parked in the parking lot of our Shopping Center, engines idling, and the two officers engaged in what appeared to be casual conversation, because they were joking and laughing.

An hour later, when I returned to work the same cruisers were still sitting in the same spot and had been joined by a third, engines still running and still laughing and talking.

I read recently in the paper where you are resisting going to small or diesel-powered cruisers and you have put out all these regulations to your men in avoiding excessive idling and saving gasoline.

I can tell you that I have yet to see one of your police cruisers with the engine shut off and I have yet to see one start up from a stop without making a jackrabbit start.

Perhaps we should have fewer patrol cars instead of more, if they have all this time and gasoline to waste.

Yours truly,

Howard Harris

January 22, 19--

Chief of Police
Benton, MO 03229

Dear Chief:

I am writing to tell you of a couple of incidents which happened to me recently. On January 4, I was stopped by a local officer in the Town of Henleyville because I had a taillight out. The officer was very surly, and acted as though it was my fault my light had burned out.

By contrast, yesterday I was stopped for speeding in your city and given a ticket by your Officer Palmer. I was doing 45 in a 30 zone, he said, and I have no reason to doubt him, as I was not watching my speedometer. Officer Palmer was very polite and courteous, and took the time to explain that you have had many speeding complaints from residents of that street, how I could take care of the ticket by mail, and he even helped me back into traffic after he was done with me.

In short, Officer Palmer is a credit to the force and made what was basically an unpleasant experience for both of us, at least a tolerable one.

Sincerely,
Lois Lesney

January 23, 19--

Keene Lodge of Elks
Keene, N.H. 03431

Gentlemen:

It is my understanding that your club plans to nominate a law enforcement officer from the area as "Police Officer of the Year," with an award to be presented at your Annual Police Appreciation Night.

I'm not an Elk, nor am I a police officer, but I've lived in Keene for twenty-six years and I would like to write and call your attention to an "unsung hero" on the Keene Police Department, Officer John Fulton.

I can remember as a youngster growing up, Officer Fulton, when on cruiser duty near the schools, would always stop and "rap" with us, show us the engine in his cruiser, etc. When we got old enough to drive, we found him strict but fair. Once one of my friends was in court and we all attended and were impressed with the honest testimony Officer Fulton gave - he did not try to "color" his testimony to make a better case against my friend. He would also sometimes give us a warning instead of arresting us if the offense was not too serious.

For the past three years, I have lived next door to Officer Fulton and I now respect him even more, for I can see that he is a respectable citizen, devoted and faithful to his wife and children, and when we socialize in the neighborhood, although he will take a friendly drink when off-duty, he never drinks if he is going to be going on duty later or if he will have to drive his car, and I never have seen him have more than two drinks at even the most convivial neighborhood gathering.

Most importantly of all, everyone in the City who has ever dealt with this police officer has noticed that he seems to have a real feeling and compassion for people. He does his job, he can be strict when the occasion calls for it, and yet he is willing to "put himself in the other fellow's shoes" and minimize embarrassment to the persons he is dealing with, or go just that little bit extra out of his way to provide service "above and beyond the call of duty."

May I respectfully suggest that you consider Officer John Fulton as "Police Officer of the Year."

Very truly yours,
Cindy Smith

cc: Chief of Police

APPENDIX B

COMMUNITY RELATIONS CHECKLISTS

This Appendix contains two separate checklists: one for the individual officer, and one for the police administrator, enabling each to rate their community relations efforts. A "no" answer to any question on these lists should indicate areas of possible improvement.

Checklist for the Individual Police Officer

1. Do you keep yourself in good physical condition, with weight proportionate to height, and observe the rules of sensible diet and adequate exercise?
2. Do you observe the rules of personal hygiene - daily shower and shampoo, use of underarm deodorant, attention to teeth and fingernails, remembering you will be in close contact with people for an entire shift?
3. Are your hair, sideburns or moustache neatly trimmed?
4. Is your uniform clean, neatly pressed, and in good repair? Are your shoes shined, and socks a dark color?
5. Are your brass and leather shined, your equipment in good condition?
6. Is your cruiser clean and well-maintained?
7. Is your locker, desk, or personal work space neat and orderly?
8. Do you show visible enthusiasm for your work?
9. Do you avoid smoking or chewing gum in public?
10. Is your level of language appropriate to a professional? Are you flexible in dealing with all kinds of people? Do you avoid the use of ethnically offensive terms, or excessive police jargon and slang?
11. Do you make it a habit to say nice things about your department, your fellow officers, and other law enforcement agencies?
12. Are you alert to signs of stress in other people, and the effects of nonverbal messages you may be unwittingly transmitting to others?
13. Have you developed a "command presence" which enables you to earn respect for your calm, quiet manner?
14. Do you use minimum force to effect an arrest? Are you willing to take a few minutes to calm down an angry suspect before you decide force must be used?
15. Do you always give a person an opportunity to explain his or her actions to you, to "save face," and do you criticize the acts of a person, and not the person him/herself?
16. Do you remember to smile, and to be as warm and outgoing as the occasion permits?
17. Do you remember to praise, as well as to criticize?
18. Are you a good police "salesperson?" Do you close every contact on a positive note?
19. Have you learned to be suspicious without showing it?
20. Are you willing to explain your actions to a citizen without getting defensive about it?
21. Does your fraternal spirit toward other officers still permit you to cooperate in legitimate internal affairs investigations?
22. Do you avoid stereotyping people or groups of people?
23. Do you always tell the truth in court?
24. Do you make an effort to understand and cooperate with news media personnel?
25. Are you a "team player," who shares valuable information with other officers?
26. Can you control your anger?

27. Do you treat everyone with equal courtesy, and provide an equal level of service to everyone?
28. How is the quality of your written work?
29. Do you scrupulously avoid doing personal errands with the cruiser, wasting gasoline, and "ganging up" at the coffee stops?
30. Do you set an example with your own driving and parking habits, both in the cruiser and in your personal vehicle?
31. Do you always stop for a motorist in trouble?
32. Do you steer a middle course, realizing you cannot lock up every violator, and being willing to give a warning when one is justified and will be effective?
33. Do you have a personal policy regarding accepting free food, or discounts on items you purchase which are offered to you because you are a police officer?
34. Do you avoid misuse of alcohol or the use of illicit drugs?
35. Do you take advantage of every training opportunity?
36. Do you make an effort to help debrief a fellow officer who has just been through a stressful encounter?
37. Do you practice "vicarious patrol" as you travel your beat?
38. Do you make and hold friends outside the police service, and have a variety of interests?
39. Do you show interest and sympathy for peoples' problems?
40. Do you follow through on all calls, and check back with complainants?
41. Are you sympathetic toward the special problems of rape victims and the abused spouse?
42. Do you make friends with people on your beat who can help you in your work?
43. Do you greet new residents on your beat?
44. Do you make it a practice to know any senior citizens or handicapped persons living on your beat?
45. Do you have a wave and a friendly smile for youth?
46. Do you know how to deal with mental patients effectively?
47. Do you cooperate with social service agencies, and make referrals when appropriate?
48. Do you give crime prevention advice to persons on your beat?
49. Do you willingly accept public speaking engagements?
50. Do you do a continual job of self-analysis as to your ability to get along with people, and make corrections where necessary?

Checklist for the Police Department

1. Do the goals and objectives of the department include good police-community relations? Have these been disseminated to all members of the force?
2. Does your personnel evaluation system stress the ability to get along with the public?
3. Do you encourage follow-up on all complaints about quality of police service?
4. Is there a high level of voluntary citizen compliance with the law in your community?
5. Do citizens willingly cooperate with the police?
6. Is there an acceptable level of public support for adequate police salaries and budgets, and for honest, impartial law enforcement?
7. Are your department's community relations efforts turned inward, toward the individual officer, as well as outward, toward the public?
8. Are police services distributed to all areas in proportion to actual need?
9. Do you make sure the quality and level of police service is adequate over the entire community?

10. Do you encourage any community relations specialists to work closely with the patrol force?
11. Are police uniforms, vehicles and facilities well maintained?
12. Is there a formal report-review process?
13. Are police facilities warm and inviting places to visit?
14. Do you have formal community relations programs in the schools for all grades?
15. Is traffic enforcement based on accident statistics and not on the need to raise revenues?
16. Do your traffic officers understand that they are not evaluated on sheer numbers of arrests?
17. Are procedures in place and effective to totally eliminate the possibility of ticket-fixing?
18. Are all officers well-trained and educated? Are entrance standards high, but not culturally-biased or discriminatory?
19. Are cruiser officers encouraged to park and walk occasionally?
20. Is there a formal follow-up system for all complaints?
21. Are officers who use radar or VASCAR® thoroughly trained in its use?
22. Do you have good relations with other departments and with community social service agencies?
23. Do you have a policy regarding the acceptance of gifts or discounts by officers?
24. Do you provide counselling for officers suffering from problems of stress, drug abuse, or alcoholism?
25. Do you have a career-advancement program, and offer opportunities for lateral transfers as well as promotions?
26. Are your promotional policies fair, and are officers who are passed over for a promotion counselled as to how they can increase their promotability?
27. Does your department and any police fraternal organizations prohibit "boiler-room" fund-raising techniques?
28. Do supervisors monitor telephone operators and dispatchers and insist on courteous treatment of the public?
29. Do dispatchers tell an officer responding to a call all possible details about the call?
30. Do you allow your personnel to have unlisted phones at home?
31. Do you have a formal policy on the use of deadly force?
32. Do you have a formal policy on high-speed pursuits?
33. Do you have a juvenile court diversion policy?
34. If the police cannot handle a complaint because it is a civil matter, is the complainant given an adequate explanation for this?
35. Are the complainants told, "thank you for calling?"
36. Are domestic violence complaints enforced with compassion and understanding, and with a pro-arrest policy?
37. Do you actively recruit women and minorities?
38. Are officers trained in crisis intervention and rape investigation?
39. Do you have a formal firearms policy and periodic firearms training for all personnel?
40. Is there a formal policy of cooperation with the news media?
41. Do you have a public information officer?
42. Do you avoid assigning people to communications as punishment duty?
43. Are you willing to gracefully reassign problem officers?
44. Are only experienced and skilled officers assigned to minority areas, and are minority officers assigned to work in all geographical areas of the community?
45. Are the disorderly conduct laws enforced reasonably, so that the right of people to assemble peacefully is not unreasonably denied?

46. Do you cooperate with people who seek to stage peaceful demonstrations?
47. Do you involve senior citizens in crime prevention efforts?
48. Do you have a pro-active internal affairs unit, and firm but fair disciplinary procedures?
49. Have you set formal parameters for police intelligence operations, the dissemination of intelligence information, and periodic purging of outdated material from your intelligence bureau files?
50. Do you have adequate discipline and promote self-discipline among your officers, yet avoid fostering an excessively militaristic atmosphere?

BIBLIOGRAPHY

Allport, Gordon W., The Nature of Prejudice, New York: Addison-Wesley Pub. Co., 1954.

Bartlett, John, Bartlett's Familiar Quotations, 14th Edition, Boston: Little Brown & Co., 1968.

Bittner, Egon, The Functions of the Police in a Modern Society, Chevy Chase: National Institute of Mental Health, 1970.

Boydston, John E., San Diego Field Interrogation: Final Report, Washington, D.C.: Systems Development Corp., The Police Foundation, 1975.

Brown, Lee P., Crime-Specific Planning: The Atlanta Experience, The Police Chief, July, 1980.

Burgess, Anne W., & Holstrom, Linda L., Rape: Victims of Crisis, Bowie, Maryland: Robert J. Brady Co., 1974.

Carte, Gene E., Changes in Public Attitudes Toward the Police: A Comparison of 1938 & 1971 Surveys, Journal of Police Science and Administration, Vol. 1, No. 2, June, 1973.

Cassata, Donald M., Nonverbal Behavior and Law Enforcement: The Hidden Clues, Journal of Police Science and Administration, Vol. 6, No. 1, March, 1978.

The Challenge of Crime in a Free Society: A Report by the President's Commission on Law Enforcement and Administration of Justice, Washington, D.C.: U.S. Government Printing Office, February, 1967.

Community Crime Prevention, Washington, D.C., National Advisory Commission on Criminal Justice Standards and Goals.

Crawford, Thomas J., Police Overperception of Ghetto Hostility, Journal of Police Science and Administration, Vol. 1, No. 2, June, 1973.

Elliot, J. F., The New Police, Springfield, Illinois: Charles C Thomas, Publisher, 1973.

Etzinonia, Amato, et al., Social Profile: U.S.A. Today, New York: Van Nostrand Reinhold Co., 1970.

Flint, Robert T., The Role of Victims, Chicago: Motorola Teleprograms, Inc., 1975.

Hahn, Paul H., Crimes Against the Elderly: A Study in Victimology, Santa Cruz, California: Davis Publishing Co., 1976.

Hollingsworth, Dan, Rocks in the Roadway, Chicago: Office of Safety, Nationwide Insurance, 1954.

Jacobs, James B. & Cohen, Jay, The Impact of Racial Integration of the Police, Journal of Police Science and Administration, Vol. 6, No. 2, June, 1978.

Jordan, Vernon E., Jr., Police Abuse of Deadly Force: Immediate Solution Sought, Justice Assistance News, Vol. 1, No. 3, April, 1980.

Joseph, Ted, Should Police Officers Impersonate Reporters? The Police Chief, March, 1981.

Katzembach, John, Overwhelmed in Miami, Police Magazine, September, 1981.

Kiersh, Edward, Controlling Violence in the Grandstands, Police Magazine, January, 1981.

Krajick, Kevin, Police vs. Police, Police Magazine, May, 1980.

Kroes, William H., Society's Victim: The Policeman, Springfield, Illinois: Charles C Thomas, Publisher, 1976.

Mitchell, M. Carter, Public Information and Law Enforcement, Santa Cruz, California: Davis Publishing Co., Inc., 1975.

Peebles, Paul, Dealing With Persons Having Handicapping Conditions, The Police Chief, March, 1980.

Project STAR: Systems and Training Requirements for Criminal Justice Participants, Commission on Police Officer Standards and Training, Sacramento, California, 1974.

Regolia, Robert Michael & Donnel, E. Jerome, The Recruitment and Promotion of a Minority Group into an Established Institution: The Police, Journal of Police Science and Administration, Vol. 3, No. 4, December, 1975.

Report of the National Advisory Commission on Civil Disorders, Washington, D.C.: U.S. Government Printing Office, 1967.

Report of the Task Force on Disorders and Terrorism, National Advisory Committee on Criminal Justice Standards and Goals, Washington, D.C.: U.S. Government Printing Office, 1976.

Scott, Eric J., & Percy, Stephen, L., Improving Police Services Through Telephone Operations, The Police Chief, July, 1980.

Task Force Report: The Police, Washington, D.C.: U.S. Government Printing Office, 1967.

Tenzel, James H., Storms, Lowell; & Sweetwood, Hervey, Symbols and Behavior: An Experiment in Altering the Police Role, Journal of Police Science and Administration, Vol. 4, No. 1, March, 1976.

Toffler, Alvin, Future Shock, New York: Random House, Inc., 1970.

Webster, William H., Crime in the United States; Uniform Crime Reports, Washington, D.C., Federal Bureau of Investigation, U.S. Department of Justice, 1979.

White, Mervin F. & Marke, Ben A., A Critical Analysis of Surveys on Public Opinions Toward Police Agencies, Journal of Police Science and Administration, Vol. 6, No. 2, June, 1978.

Wohlfeld, Jeff, The Small Police Department and Community Relations, The Police Chief, March, 1980.